NATIONAL MUNICIPAL REVIEW

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NATIONAL MUNICIPAL LEAGUE

The League's Business

Henry Bruere Nominated for League President

At the meeting of members November 20 at the National Conference on Government in Buffalo, Henry Bruère, chairman of the board of The Bowery Savings Bank, New York, will be nominated for president of the National Municipal League to succeed Charles Edison, who was elected at the Philadelphia Conference in 1946 and has been re-elected each year since then.

Mr. Bruère, who is treasurer of the Institute of Public Administration, is a lifelong student and practitioner of public affairs, having started his career as organizer and director of the old New York Bureau of Governmental Research, the pioneer organization of its kind.

For first and second vice president, the Nominating Committee will offer John S. Linen and George S. Van Schaick, who currently are members of the Council. Mr. Linen, vice president of The Chase National Bank, is one of the most active members of the League's Committee on a Model Fiscal Program. Mr. Van Schaick, an attorney, is former New York State superintendent of insurance.

An innovation will be the recommendation that eight or more regional vice presidents be chosen to strengthen the League's program throughout the country. Proposed by the Nominating Committee are: John W. Agnew, Boston; James L. Beebe, Los Angeles; James W. Clise, Seattle; William Collins, New York; Arthur E. Johnson, Denver; John Nuveen, Jr., Chicago; Ed. P. Phillips, Richmond; and Charles P. Taft, Cincinnati.

For new members of the Council, terms to expire in 1953, the committee will nominate: Frederick E. Baker, Seattle; Herbert Emmerich, Chicago; Max E. Friedmann, Milwaukee; George H. Gallup, Princeton; L. E. Marlowe, Richmond; Roscoe C. Martin, Syracuse; Spencer Miller, Jr., Springfield, Massachusetts; Frank C. Moore, Buffalo; Ben Moreell, Pittsburgh; James M. Osborn, New Haven; Kenneth Perry, New Brunswick; Fred E. Schuchman, Pittsburgh; Carroll M. Shanks, Newark; Cloud Wampler, Syracuse.

Program Highlights — National Conference

Approximately 150 people have accepted invitations to take part in the 21 sessions of the National Conference on Government to be held in Buffalo, November 20, 21 and 22, and the annual meeting of the National Association of Civic Secretaries Sunday night, November 19, and Monday morning. Four group sessions will be held at 9:20 A.M. Monday, November 20.

The conference will open formally at a luncheon Monday noon held in cooperation with the Buffalo and Erie County Planning Association and the Leagues of Women Voters of Erie County with a welcome from Mayor J. Mruk and Rob Roy MacLeod, chairman of the Committee on Local Arrangements. League President Charles Edison will respond. Dr. Roscoe C. Martin, head of the Department of Political Science, Syracuse University and former president of the American Society for Public Administration, will discuss the necessity for viewing governmental problems in their relation to one another and to the total picture of modern life.

President Charles Edison will give the keynote address at the annual dinner Tuesday evening which will be held in cooperation with the Buffalo Chamber of Commerce.

The Tuesday luncheon, held in cooperation with the Greater Buffalo Advertising Club, will feature an address by Dr. Thomas H. Reed on "City vs. Suburbs." The League and the Advertising Club are bringing Dr. Reed to Buffalo because of his extensive experience in dealing with this problem in various urban centers.

The conference will close with an address by George Gallup, vice president of the National Municipal League, on "Our Dangerous Citizens," at a luncheon Wednesday noon in cooperation with the Kiwanis and Rotary Clubs of Buffalo.

The general conference session Monday afternoon, titled "Escape from the Ox Cart," will hear outstanding speakers on reorganization of state and municipal governments and the problem of regional planning. Speakers include Carter W. Atkins,

(Continued on page 529)

Editorial Comment

Human Freedom for Us, Too

HUMAN freedom nowadays is generally considered a good thing in this country; that is, it is considered good for people in other countries.

We forget, however, that this is one of those things that should begin at home.

If someone could list and identify all the barriers to freedom in this country, which is supposed to be the chief custodian of that blessed element, it would be shocking. It might be a very fruitful field for the new Ford Foundation to explore.

A few random current examples:

Massachusetts provides five different forms of government from which the people of its municipalities may choose. For the last ten years there has been a strong trend toward adoption of Plan E, which calls for the election of a city council by the proportional representation method and a city manager appointed by the council. Disturbed by this growing appetite for escape from party domination, the politicos in the legislature have repealed P. R. from this enabling law and came within an ace of taking P. R. away from the cities which already have it and which, according to reports, have been doing right well with it.

A generation ago the people of Pennsylvania amended their constitution to provide municipal home rule. The legislature was authorized to provide alternative forms of government and to give cities power to draft home rule charters. It never has. Indeed, it has knuckled under to the League of Third Class Cities, made up, as the *Pottsville Republican* points out, of a "relatively small group of municipal officials" . . . who might "lose their jobs if the people were allowed to have their say as to how the business of their cities shall be conducted."

Newspapers and civic leaders in Pennsylvania are becoming steadily more indignant, however, over this anti-democratic situation and are rallying to the support of the demand of the Pennsylvania State Chamber of Commerce and the Pennsylvania Federation of Labor for optional legislation which is 28 years past due.

In Philadelphia, a city which has had more than its share of governmental corruption, public opinion polls eleven years ago showed Philadelphians were ready to vote three to one in favor of a proposed manager plan charter. The state legislature refused to let the charter go to popular vote and held a hilarious mock funeral over the enabling bill the last day of the session. Philadelphia may at last have an opportunity to vote on a home made charter on which a commission is working, however.

In Indiana, Illinois, Rhode Island and Connecticut local officials have blocked for years every attempt to let the people of their cities have easy freedom of choice on forms of government and other essential matters.

In Rhode Island, for example, the governor and legislative leaders have expressed themselves as favorable

to home rule. The voters of Jamestown and Newport approved the council-manager plan at the polls. Whereupon the officials hedged, saying they would pass special acts for these or other cities only if 51 per cent of all the qualified voters demanded them. Hmmm! In many places 30 per cent or fewer voters bother to vote on such special questions. Agreement to the extent of 51 or more per cent on ANY question seems to be gained only in mock elections in communist countries.

All this is less exciting and disturbing than having people dragged out of their beds at midnight, police state style, but there are things other than immunity from physical violence involved in human freedom.

We cannot afford to develop an irresponsible ruling class that is instinctively insubordinate to its presumed masters.

Corruption and Punishment

LAST YEAR the editor of our esteemed contemporary, *The American City,* asked the editor of the NATIONAL MUNICIPAL REVIEW and others to look into their crystal balls and forecast municipal developments during the decade 1950-60.

The REVIEW editor, feeling a bit cynical after repeated appeals from citizens and honest officials for ideas on how to combat the corrupting influence of organized gambling, finished his predictions with this:

> The nation will be rocked by the revelation of political scandal in the widespread bribery of public officials and law-enforcement officers by slot-machine racketeers.

The American City editor telephoned at once to term this prediction "very disturbing" but it was published, well before the Kefauver committee started its investigations and revelations, before Mayor O'Dwyer of New York put on his unfortunate performance which temporarily embarrassed the investigation of police graft, and before two Chicago investigators were murdered while "telling all" to the staff of the Senate committee.

Now the time has passed for predictions. Now is the time to do more than demote, transfer or retire on comfortable pensions policemen who have been corrupted and to let off easily elected officials who have forgotten that public office is a public trust. What are pensions for? Are they a reward for long and faithful service or are they a means of living for life at public expense after forfeiting all moral right to such reward?

Does it make sense to punish a petty thief and permit to go free with what amounts to mild admonishment those who are the greatest traitors to our ideals? Unless the punishment fits the crime, the people grow cynical; and that is no favorable climate for the operation of a self-governing system which must show by example that it provides the best way to meet human needs.

Pittsburgh—'Smokeless City'

Over half century of citizen protests finally results in abatement ordinance; visibility has risen 70 per cent.

By F. E. SCHUCHMAN*

PITTSBURGH'S successful fight for smoke control took the better part of seven years. But in the first winter it became operative, the city received 39 per cent more available sunshine than the previous winter. Immediately visitors began to comment on the improvement. Airline pilots said the only break in the "great smoke bowl" of western Pennsylvania, northern West Virginia and eastern Ohio was over Pittsburgh.

In the nearly three years that have followed, visibility is up by almost 70 per cent, laundry and painting bills have gone down, buildings have been cleaned, and the whole aspect of the community is more cheerful and bright. Housewives and hotel men say there is much less grime to clean off draperies and furnishings and department stores report reductions in cleaning bills. Interestingly enough, the coal interests have not suffered; the slack in residential demand has been taken up by the tremendous need for industrial bituminous fuel.

For over a hundred years visitors cursed Pittsburgh's smoke and residents of the city and surrounding municipalities patiently endured the black pall, hoping for the dawn of a brighter day. But because high volatile fuel is native to the area and heavy natural fogs prevail, the impression gradually became firmly fixed that not much could be done about Pittsburgh's reputation as "The Smoky City," and it was accepted as such by visitors and natives alike.

Many citizens and organizations have made valiant efforts to attack the problem over the years. As early as 1890 the Health Protective Association (founded by citizens who were later to become the organizers and charter members of the Civic Club of Allegheny County) "visited a smokeless furnace in successful operation in an Allegheny industrial plant and prepared for the press the first public report on its economic advantages."[1]

In 1895 the necessity for smoke prevention was stressed at the first meeting of the Civic Club, and it has since stood in the forefront of the fight for clean air, sometimes working independently, more often with other organized groups under its leadership.

Over the two decades following 1895, pioneers in the movement experienced repeated successes and setbacks in the adoption and subsequent rescinding of smoke control legislation. As far back as 1916, the Civic Club realized that a satisfactory

*Mr. Schuchman, president of the Civic Club of Allegheny County from 1946 to 1949, has led the fight against air pollution, serving since 1945 as chairman of the United Smoke Council of the Allegheny Conference on Community Development.

[1]*Fifty Years of Civic History,* Civic Club of Allegheny County (Pittsburgh), page 4.

solution must include the county of Allegheny as well as the city of Pittsburgh. That year the city set up a bureau of smoke regulation and some measurable progress came with an ordinance which took effect in 1917. It was aided by the fact that increasing numbers of industrial and business buildings were being equipped with mechanical firing devices.

Enforcement Lax

A sincere attempt was made to enforce the 1917 law, but there was only a handful of smoke inspectors. Thus, many users of soft coal, who were simply unwilling to manage their furnaces in such a way as to keep the smoke within allowable limits, escaped the legal penalties; other users, willing to comply with the law but uninstructed in proper methods of firing, also became violators. Hope for abatement of the smoke evil again faded.

With the coming of the depression of the 30s, the skies cleared to some extent because industry was so greatly curtailed. But there was still too much smoke and in some thoughtful minds a question began to form: Had the enforcement policies of the bureau of smoke regulation failed because the ordinance of 1917 exempted from regulation all private homes and apartment buildings of less than six units? The forest of domestic chimneys pouring forth black smoke into the atmosphere certainly seemed to confirm the suspicion.

About this time there were several outstanding efforts toward smoke prevention on the part of individual citizens. Especially noteworthy was that put forth by R. B. Mellon and his son, R. K. Mellon. They hired graduate and undergraduate engineers to instruct householders in the smokeless firing of Pittsburgh's native high volatile coal. Because of the rapid turnover in household heating equipment, however, they found after a few years that they had taken on an endless and impossible task. Several other local groups which adopted a similar approach were likewise compelled to abandon it. But Mellon Institute continued to obtain and distribute information on smokeless firing, lent its scientists to various civic organizations concerned with air pollution and passed along with unfailing generosity, to all who asked for it, valuable scientific knowledge obtained in the laboratory and in the field.

In 1936 Mrs. Enoch Rauh, one of the Civic Club's board members, organized an independent committee of representatives from Mellon Institute, Carnegie Institute of Technology, Pittsburgh City Council and Health Department, Common Pleas Court and the Civic Club. Through a grant from WPA and an appropriation from the city, a survey was begun, under the title "Air Pollution," with Dr. H. B. Meller of Mellon Institute as director. A vast amount of significant material was collected, but because of Dr. Meller's death no formal recommendations were made. This effort, however, marked the beginning of the pooling of information by interested organizations and set a pattern of attack that was ultimately to prove successful.

By the late 30s the situation had

grown desperate, with civic pride at an exceedingly low level. Smoke abatement groups generally seemed to have achieved no permanent results and in 1939 the city itself virtually acknowledged defeat by abolishing the bureau of smoke regulation. Still, some bright rays managed to filter down through the grimy air. A half-dozen or so enthusiasts didn't seem to realize that "it couldn't be done," and manfully continued to carry the clean air banner. Then, too, the years between the two world wars, with their improved standards of living, had been productive of one profound change in the thinking of all Pittsburghers: they were more than ever dissatisfied with the sprawling, squalid giant their city had become.

Technical Angle Pursued

With all the apparent lack of progress in smoke control, scientists and industrialists continued to work on the technical aspects of the problem and the old clichés—"Smoke means prosperity," "Smokeless chimneys mean hungry children," etc.—were also being discarded by workers and leaders alike.

Then the right moment arrived. The winter of 1940-41 was dirty almost beyond any known in the city's history. Citizens walked the streets wearing gauze filter-masks, and day and night the street lights glowed mistily through a swirling mixture of black smoke and yellow fog—Pittsburgh "smog." Disgusted residents began once more to ask if something couldn't be done.

Sensing the possibility of an aroused public support, the Civic Club promptly revived its smoke committee and, under the chairmanship of M. Jay Ream, proceeded to form the United Smoke Council, its members recruited from 80 organizations convinced that only a co-operative movement could clear the smoke from Pittsburgh skies. Newspapers and radio went all out in support of smoke elimination and excellent help was given by bus lines and the street railway company which permitted display of placards and distribution of small, informative pamphlets. Members of the Smoke Council spoke untiringly before all kinds of organizations in Pittsburgh and the neighboring communities, urging people to support the cause.

In 1941 a smoke commission and a technical advisory committee were appointed by Mayor Cornelius D. Scully to restudy the whole matter and draft corrective legislation. A definite plan of action was recommended and, after study of the successful St. Louis anti-smoke law, public meetings sponsored by the Smoke Council and a three-months series of hearings covering the effect of smoke on health, industry, city appearance and living conditions, an ordinance was presented to city council and adopted.

There was early recognition of the fact that the problem could not be solved by simply demonstrating the proper methods for firing the local high volatile fuel, so the new legislation was aimed at controlling the smoke at its source. It provided that all fuel users must either burn a smokeless fuel or employ mechanical equipment that would prevent smoke. Fuel vendors were re-

quired to secure licenses from the city. Some opposition by the coal interests had been feared but, at a public ceremony in 1941, the mayor signed the ordinance in the presence of long-time advocates of smoke control and with the blessing of the Western Pennsylvania Coal Operators' Association and the United Mine Workers.

Unfortunately, before the strictest provisions of the ordinance could be put into effect, the war intervened; and because the necessary fuel and equipment were not obtainable, the city council voted, with full approval of the United Smoke Council, to postpone the effective date of these portions of the law until six months after the conflict ended.

Campaign Continued

Needless to say, the United Smoke Council did not remain inactive during the period of hostilities. Realizing that the program would need public support both then and after the war, the council concentrated on this aspect with an intensive educational campaign. When the Allegheny Conference on Community Development, fast becoming the catalyst of the civic energies of the Pittsburgh area, saw the possibilities for community betterment in this effort, it immediately offered financial, executive and moral assistance to the Smoke Council. Since the conference enjoyed the wholehearted cooperation of legislative and political leaders as well as newspapers and business organizations, the offer was gratefully accepted.

As the full strength of the campaign developed, there came to both public officials and civic leaders renewed realization that even when the new law became fully operative there would be no control of smoke in the surrounding territory. At an open meeting of municipal representatives called by Mayor Scully to explore this phase of the problem, Henry King Siebeneck, attorney and for many years a Civic Club board member, countered the various suggestions of public officials by proposing that state enabling legislation required for the passage of laws to control emission of smoke in Allegheny County be granted on behalf of the county itself rather than its individual units. This meant that enforcement of a county-wide smoke law would devolve upon the county rather than upon its cities, boroughs and townships. The suggestion was quickly picked up by the Civic Club's chairman and, by noon of the next day, Mr. Siebeneck himself was pledged to draft the bill which was later presented to the legislature.

Working quietly and efficiently, the United Smoke Council obtained endorsements of the bill from the Pittsburgh Chamber of Commerce, Rotary, Kiwanis, garden clubs, business, labor and professional groups, literally scores of women's organizations, and every other civic group of importance in the county. As a result of these labors the legislature passed the act, which was introduced by Assemblyman Robert Fleming and signed by the governor on May 28, 1943.

Eventually, the grim days of war drew to a close and efforts were made to have the Pittsburgh ordinance go into full effect on October

1, 1946, as previously planned. Opponents of enforcement came to the city council, arguing that shortages of smokeless fuel, heaters and firing equipment would make compliance with the law impossible for the average resident. A considerable campaign was built up around this concern for "Little Joe." Full restrictions were nevertheless clamped on all but private consumers and here a compromise was worked out; homes were to be allowed an extra year after the industrial and commercial provisions of the ordinance became effective. The following spring another postponement was demanded but city council was adamant. On October 1, 1947, Pittsburgh's anti-smoke law took full effect.

The enabling legislation passed by the legislature in 1943 permitted the Allegheny County commissioners to regulate smoke from all sources "except railroad locomotives," and the United Smoke Council next turned attention to correcting this serious omission. The need to include railroads was forcefully brought to public notice and, at a public hearing called by the commissioners in November 1946, the council was able to present petitions favoring complete control signed by 48,000 county residents. An appropriate amendment to the original act was introduced at the 1947 session of the state legislature and overwhelmingly adopted.

In order to draft a comprehensive county law, the commissioners appointed, in September 1947, a seventeen-member Citizens' Advisory Committee on Smoke Abatement. Under the chairmanship of Dr. Edward Weidlein, director of Mellon Institute, this representative group of civic, coal, labor and steel leaders drafted an ordinance which was passed by the board of county commissioners and placed in partial enforcement June 1, 1949. Substantial progress has already been achieved and, over the next three years, enforcement will be extended to include one- and two-family dwelling units.

Essential Factors

This, then, is the history of Pittsburgh's experience with smoke control. In the light of it, the following factors would seem to be essential:

1. A strong ordinance, permitting control at the source,
2. Adequate enforcement — cooperation where it is possible, court action when that is necessary,
3. Participation of citizens at all levels (Pittsburgh's campaign was spearheaded and brought to successful conclusion by citizen groups),
4. A completely non-political approach,
5. Control on a metropolitan or county-wide basis,
6. Regulation of emission of smoke from all sources—commercial, railroads, industrial, river and domestic.

A waning opposition to smoke control lingers on, and the United Smoke Council's work of education and extension continues. But the overwhelming majority of the district's people have tasted the fruits of the anti-smoke victory and only continued progress is anticipated in the months and years ahead. Pittsburgh has become a center for smoke

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Rubbing Out the Coroners

National Municipal League joins with other groups to draft model law replacing outmoded office with competent staff.

By RICHARD S. CHILDS*

FOR AT least two generations the typical elective county coroner has been the despair of competent observers. The position calls for a combination of legal and medical knowledge neither of which can be appraised by the processes of popular election even if the voters looked in that direction. On the ballots the office is usually at the bottom of the ticket, below the sheriff and clerk and other county officials. Election reflects no popular opinion whatever but constitutes a bit of the patronage which the county politicians distribute, practically unobserved, to one of their supporters. Technical competence by any modern standard is not to be expected under the conditions and few prosecuting attorneys take seriously the coroner's jury proceedings where such juries survive.

In recent months juicy magazine articles and a newspaper series have jeered at coroners with dramatic stories of ineptitude, as the titles indicate—"How Murderers Beat the Law," *Saturday Evening Post,* December 10, 1949; "Murder by Courtesy of the Coroner," *Cosmopolitan,* November 1949; "The Scandal of Our Blundering Coroners," *Liberty,* November 1949 (condensed in *Reader's Digest* of the same date); "They're Getting Away with Murder," a 1949 United Feature Syndicate series for newspapers; and "The Coroner Racket: A National Scandal," *Coronet,* June 1950.

Earlier complaints within the decade consist mainly of an eighteen-page report published by a committee of the American Medical Association in 1945, exhibiting and deploring the common incompetence of the medical evidence produced by the county coroner system where "medicine participates less effectively in the administration of justice . . . than it does in any comparable country in the world," which "undoubtedly predisposes to (a) the non-recognition of murder, (b) unjust accusation of innocent persons," etc.

In recent years the gap between coroner standards and medical science has been widening by reason of the development of advanced methods of plucking dependable evidence from corpses. The advance has been led by the pioneering Department of Legal Medicine of Harvard Medical School, headed by Dr. Alan R. Moritz and his recent successor as acting head, Dr. Richard Ford, and aided by Mrs. Frances G. Lee of New Hampshire, a great lady whose curious hobby has made her an authority in the field and has included construction in a shop of her own of a fine array of dioramas of murder scenes in miniature for the department's museum, to illustrate to students and police seminars the importance of sound autopsy

*Mr. Childs is chairman of the Council of the National Municipal League as well as a volunteer member of its staff.

evidence. A recital of the modern technical fact-finding methods accumulated and taught at Harvard would dazzle any ordinary medical practitioner and obviously goes far beyond the resources and imagination of almost any county coroner or his available medical advisors.

The coroner is frozen into the constitutions as an elective county officer in over half the states and is elective in 36. In several more coroners, or their equivalent, are appointive but are used as political patronage without tests for competence.

Reform of this obsolete system must begin with the realization that probably no more than 50 of the 3,050 counties in the United States have enough business for their respective coroners to warrant the cost of expert staff and laboratory equipment. Competence in technique is to be found in a few metropolitan counties even when, as in Chicago, the coroner is elective and a layman—the volume of cases develops expertness among subordinates. In New York City since 1918, and in the populous adjacent counties of Nassau and Westchester, highly qualified medical examiners have displaced coroners. The skill of the medical examiner and his staff in New York City—all chosen from civil service lists—has uncovered an annual average of 50 otherwise unsuspected deaths by violence since the notorious elective political hacks were ousted.

But the provision of adequate legal medicine for the other 3,000 counties means taking the task out of the counties entirely. Most of them indeed may have no inhabitant, even among physicians, who could pass a logical examination in modern legal medicine for the post of medical examiner. Pooling of the business over a larger area and population is essential to justify adequate laboratory equipment and to develop the expertness which accumulates only from daily practice of this grisly art. Where constitutional difficulties prevent abolition of the office, deliberate duplication by modern services may be the only immediately feasible correction.

Experience Gratifying

Four states have shown the way —Massachusetts (1877), Maryland (1939), Virginia (1946) and Rhode Island (1949). Massachusetts finds distances no barrier these days to a prompt service which commands the respect of physicians, prosecutors and courts, and the briefer experience of the other states is gratifying.

The office of coroner being in part a judicial post, the National Municipal League has hitherto left it, along with judges and prosecutors, to the field of the American Judicature Society. But that society developed no program either; the office fell between two stools. Dr. Moritz and Dr. Ford of Harvard, as consulting experts, did contribute to setting up the sound systems of Maryland and Virginia as well as helping in abortive attempts at correction in other states from time to time.

The proposal to bring forth another in the National Municipal League's successful series of model laws was welcomed by the Harvard group, the Division of Legal Medi-

cine of the American Medical Association and the American Judicature Society. An outline of the model was discussed at the National Conference on Government, at St. Paul in November 1949, by a group of authorities under the chairmanship of Dr. Ford.

Thereafter Dr. Ford revised the outline of provisions for a medico-legal investigative system, following those in the Maryland law, the National Civil Service League prepared a description of an orthodox civil service structure, and the National Municipal League provided supportive argument for taking coroners out of the elective list.

The draft was reviewed, debated and enriched by various authorities on the committee, including medical examiners. The newly formed American Academy of Forensic Sciences created a committee to check the text of the proposal and became an additional sponsor. All five organizations will issue the pamphlet to their constituencies.[1]

The *Model Medico-Legal Investigative System:*

(a) Establishes adequately the classes of deaths to be investigated (to the extent of autopsy when necessary), including deaths incidental to employment and deaths in public custodial institutions;

(b) Creates an unpaid supervisory medico-legal commission including *ex officio* members such as the attorney general, chief of state police and medical society officers, to establish qualifications for appointment within the system, help to rate applicants, make regulations and review the condition of the service;

(c) Creates a chief state medico-legal investigator (salary $10,000 or more) who must be an M.D. and pathologist, appointive from civil service eligible list, and regional investigators similarly chosen;

(d) Establishes a central state laboratory;

(e) Authorizes investigator to determine the necessity of autopsy;

(f) Requires the investigator to furnish the prosecutor with records of cases requiring further investigation (obviating coroner's inquest and coroner's jury proceedings);

(g) Makes such records acceptable in the courts without personal attendance.

The gist of the law is to pool the medical business of the coroners' offices sufficiently to justify employment of experts and keep them busy, the trivial vestigial judicial and legal aspects of the office being abolished or transferred to the prosecutor and the courts. The small scale of operation in a typical county and the obscured application of the elective process to what nowadays can and should be a highly technical office, are both incompatible with competency in this function. The much derided elective county coroners themselves should welcome relief from impossible positions wherein they are vested with highly technical duties in counties which cannot afford to provide them with the resources requisite for modern service.

[1]The final draft is available from the office of the National Municipal League ($1. mimeographed).

Tradition Bows to Efficiency

Modified manager plan brings Charleston County surplus at end of first year as citizens cheer good government.

By WILLIAM F. LARSEN*

COUNCIL-MANAGER government in staid Charleston County, South Carolina, has passed successfully the test of its first year. Actually, the election of a county council took place in January 1949. Transition from the older, disintegrated form of county government with its host of elected and appointed officials, however, occupied several months and the selection of a professional county manager did not take place until mid-year 1949.

The problem of government in Charleston County before the advent of the manager plan was similar in many respects to the traditional "bill of particulars" which political scientists long have raised against the government of American counties. Most important was the complete lack of any responsible official or body of officials through whom the problems of county finance, taxation, education, protection of persons and property, public works, public records and the rest might be brought into focus for popular understanding and control. Charleston County was typical of the disintegrated and irresponsible county government so often found in the United States, where a primitive faith in the infallibility of promoting "democracy" by electing more officials to public office has ignored the rise of new concepts in public administration.

It is worth noting that county government in South Carolina faces not only customary popular indifference, divided responsibility and the lack of integrated managerial control necessary for effective administration, but also that the repeal by constitutional amendment in 1889 of the powers of county commissioners was the forerunner of usurpation of the county's executive activities by the county delegation to the state legislature.[1] This withdrawal of county governing powers into the hands of the state legislature created a political and administrative vacuum into which the members of the county legislative delegations stepped.

In South Carolina, except for Charleston County since 1949, the members of the State Senate and House of Representatives are organized in their home county constituencies as a species of *ad hoc* executive committee for the government of the county although this is without constitutional or legislative sanction and, in fact, violates the traditional concept of the separation of the legislative and executive power. These "rump" executives hold undeclared meetings and exact

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[1]See "Legislators Usurp Counties," by Anne King Gregorie, the REVIEW, July 1948, page 361.

information about their activities is often hard to obtain.

In addition to having powers of appointment, the county's legislative representatives hold the power of the purse in voting the annual county supply bill and they invariably secure its acceptance by log-rolling and "legislative courtesy" in the statehouse. Frequently they vote themselves special or contingent funds which serve as remuneration for their alleged services to the county although they are not legally entitled to dual office-holding and dual salaries.

The result, as may be expected, is a considerable degree of administrative confusion and much financial irresponsibility. The opportunities in this kind of system for the wrong kind of politics, for waste and extravagance, and for the frustration of effective democratic control by the voters is obvious.

A comprehensive study of Charleston County made in 1945 by the Public Administration Service recommended sweeping changes, but many improvements could have been made only by revision or amendment of the state constitution. A strong current of opinion led by business and civic groups promoted the idea of limited, but desirable, reforms within the scope of legislative enactment. When, in 1948, it could be shown clearly that several important industrial plants forsook the Charleston County area for locations offering more stable and responsible governmental conditions, the county legislative delegation was persuaded to put through the legislature a bill calling for a local referendum on a modified county manager type of government. In September 1948, the voters adopted by a large majority a plan calling for a popularly elected, seven-member county council to be chosen on a district system for four-year terms.[2] Receiving only nominal salaries and selecting their own chairman, this council has power to govern many matters of local concern. It has assumed all the duties formerly held by the board of commissioners, sanitary and drainage commission, county police commission, county board of highway beautification and certain functions vested in the county public welfare board. To execute these powers, the council is given the power to appoint administrative officials. Of primary importance is the county manager appointed by the council for an indefinite term.

Full Integration Limited

To the extent that the county auditor, treasurer, sheriff, clerk of court, probate judge, master in equity, register of mesne conveyance (deeds), coroner and superintendent of education remain outside the jurisdiction of the council and the manager, full integration of county government is limited. These changes can be made only by constitutional amendment. However the powers which the new plan does possess leave it far from helpless.

Although not possessing extensive ordinance-making power in the area of public health, safety and morals within the county, the county council has power to tax for local pur

[2]See "Charleston County Adopts Manager Plan," by Elwyn A. Mauck the REVIEW, October 1948, page 513.

poses and to incur indebtedness before such taxes have been collected.[3] It may acquire, own, lease and dispose of real and personal property. Bonds may be issued by the council upon the credit of the county when approved by referendum. The council is empowered to set the date of maturity, rate of interest, method of sale and similar matters. It is responsible for the receipt, custody, allocation and disbursement of county expenditures and for establishing a system of accounting. Further, the council has authority to establish a public works department with the task of regulating, constructing and maintaining public streets and roads, public structures, public improvements and other facilities under the county government.

The achievements of this reorganized county government during its first year are not inconsiderable. Under general government it has:

1. Adopted a supply ordinance based upon quarterly appropriations,
2. Established a central budgetary control system for county expenditures recording all liabilities as incurred,
3. Established under the county manager a system of centralized purchasing for all county agencies,
4. Revised county automotive insurance coverage effecting a saving of 59 per cent in premium rates,
5. Made complete inventory of all real and personal property owned by the county, fixing a valuation thereon and establishing an equipment replacement program,
6. Finished the fiscal year with a cash surplus of approximately $120,000,
7. Established uniform sick leave and vacation rules for county employees,
8. Purchased voting machines for the county—first in South Carolina,
9. Relocated the county offices from rented quarters to property owned by the county.

Under the heading of public works, the county council:

1. Created a department of public works,
2. Established two maintenance districts within the public works department, each division headed by an engineer under the general direction of the director of public works,
3. Inaugurated an intensive maintenance program for public buildings including extensive repairs to the county courthouse which had suffered badly from long years of neglect,
4. Made available at cost services of the public works department to special public service districts within the county.

Under the heading of public safety the council:

1. Created a police committee of the county council to act in advisory capacity to council on police matters,
2. Inaugurated a merit system for the county police department along with a revised salary plan based on service and efficiency,
3. Arranged an intensive training program in cooperation with the FBI for all county and city policemen followed by specialized classes,
4. Contracted for purchase of three-way radio equipment for police cars,
5. Contracted for rental of fourteen police cars to replace use of privately-owned cars by county police,
6. Undertook entire rehabilitation of county jail.

In the field of public health and welfare, the county council has:

[3] See "Charleston County Manager Plan Upheld," the REVIEW, June 1949, page 295.

1. Completed a bond issue for a new county tuberculosis sanitorium,
2. Completed plans for construction of an auxiliary county health center,
3. Purchased 66 acres of land for location of a new armory and other public purposes.

The Charleston county manager plan stood its first test at the polls during the July Democratic primary. It is important to observe that all candidates for the state legislature representing the county went on record as supporting the plan. The degree of popular support for the council-manager plan may be deduced from the fact that no political challenge to the county council arose during an otherwise hotly contested election. Of the two council seats at stake, one incumbent was returned and, although the other incumbent was defeated for re-election, his successful opponent stood as a supporter of the work of the council.

Citizens Impressed

The average citizen is currently impressed with a number of things about his county government. For the first time he has a responsible, non-political county executive to whom he can turn with complaints and suggestions or to whom he can go for advice and assistance. Further, he has a county governing body which is no longer in the main current of statewide political tides or subject to absentee control by legislative maneuvering in the state capitol. The voter is pleased and slightly surprised that the county has turned up a surplus in its first year of operation under the new plan. He knows this to be an index of economy and is satisfied that it is also equated with efficiency and good management.

Despite constitutional barriers to complete rationalization of county government, Charleston County's experience with a modified manager plan shows evidence of significant administrative accomplishments. The integrated fiscal controls, the careful planning and execution of the budget and the centralization of purchasing, for example, have made themselves felt even in the offices not directly under the council. The influence of sound organization and management in those offices directly under the county manager is bound to have a salutary effect on the peripheral county agencies. The skill of the manager in developing and maintaining good relationships with all departments during the first year may be reckoned as a contribution of the plan to the progress of the county as well as a tribute to the manager.

The ease with which traditional county ways of operating were abandoned in favor of a more rational administrative system should be heartening to the student of politics and administration. The urge for political experimentation is not notably strong in South Carolina, but in this instance the change was made with commendable ease and appears to have developed strong local roots. To some extent this may be an indication of the need for the change although the system was not installed as the result of a wave of popular indignation following scandals. Feeling the need for improvement, Charleston County has looked upon the county manager plan and finds the prospect pleasing.

New Type Civic Laboratory

Philadelphia teachers and pupils study work of citizens drafting first home rule charter in 250-year history.

By HARRY H. SHAPIRO*

THE community William Penn founded as a "noble experiment" has for several years been taking critical political stock of itself. A searching self-analysis of its political way of life, as well as the direction which its future can take, will reach a climax within the next several months. Philadelphia is witnessing a serious attempt to modernize its form of government by its own citizens—not by the legislature of the state of Pennsylvania. For the first time in its more than 250-year history the city will write its own home rule charter. The draft of the proposed new charter, submitted to the public on September 6 for critical evaluation, gives "bright promise of really better government for the people of Philadelphia."

In April 1949 the state legislature gave Philadelphia the opportunity to draft its own charter. This has presented a challenge to the citizens to make good on their expressed conviction that a modern form of government will stimulate civic consciousness and make possible efficiency and honesty in government.

When the Philadelphia Charter Commission began its deliberations and public hearings, an opportunity presented itself for the dissemination of information on home rule. Planning of the Curriculum Office of the Philadelphia Public Schools has given teachers an opportunity to participate in a learning activity—the Philadelphia city charter—and to encourage pupils to study the work of the charter commission, to enlist parents and friends in learning about the needs of Philadelphia's government and so to lend much needed support to the deliberations of the commission.

Involved in this educational project are several well known citizen organizations. The Greater Philadelphia Movement, the Committee of Seventy and the Citizens Charter Committee have from the beginning participated vigorously. The professional staff of the charter commission and the University of Pennsylvania, through its Department of Political Science and Institute of State and Local Government, have also been significant participants.

On March 3, 1950, the Curriculum Office of the Board of Education met with the principals of the secondary schools to consider an education program on the charter movement. Educators in Philadelphia had long been mindful of their civic responsibilities. What better "real life teaching experience" than this. The following statements from this March meeting point up the

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inherent values of education for citizenship:

1. A program of education giving youth and community an opportunity to demonstrate the importance of public education in a democratic society should be undertaken by the Philadelphia Board of Education.

2. This program should be the beginning of a continual process geared to Philadelphia's need for civic education.

3. Plans for a flexible program of instruction related to the city charter should be developed, offering all students a minimum basic program. Opportunity for special activities could be planned in individual schools.

4. The program should be designed to include citizen groups, parents, as well as students.

5. While a cooperative relationship with nonpartisan community groups is desirable, activities should be kept on an educational level. This would eliminate awards, contests and prizes.

'City Charter Week'

With these objectives in mind, the week of April 10 was designated as "City Charter Seminar Week." The purpose of the seminar was to provide intensive training for the department heads or teachers of the 45 secondary schools attending, so that they could impart to teachers, pupils and parents the basic issues and problems related to the proposed charter. It was hoped that the teachers, using their own creativity, would find appropriate educational activities for their schools.

Representatives of the public schools of Baltimore, New York and Cincinnati were invited to participate in the seminar. Because of the work being carried out by the Committee of Seventy, Greater Philadelphia Movement and Citizens Charter Committee, as well as the members of the Charter Commission itself, their representatives were asked to participate in this program. Cooperation between these groups and the schools augurs well for the political conscience and for civic awareness.

The Curriculum Office of the schools afforded both a guide and credo to those participating in the seminar by issuing this statement:

"The city of Philadelphia is now engaged in a reconsideration of its governmental structure. Soon its adult citizens will be asked to vote either *for* or *against* a new city charter. . . .

"While youth enrolled in the Philadelphia public schools will not vote in this election, they too are citizens whose welfare throughout their lives will be vitally affected. An improved city charter should bring to them increased opportunities and responsibilities for helping achieve a better Philadelphia.

"The teachers, principals and administrators of the Philadelphia public schools welcome the privilege of sharing in the development of a comprehensive educational program with respect to the proposed city charter. . . .

"It should be clearly understood that the work of the schools will be effective only as it is paralleled by vigorous activities of many other

civic agencies. Youth should not be asked to carry the responsibilities that properly belong to adults.

Program Announced

"That there may be understanding of what the public schools will do, and also what it is not suitable for them to do, the following points relative to policy and program are here set forth:

1. All pupils in grades seven through twelve, and many pupils in lower grades, will study the work of the commission while a city charter for Philadelphia is under consideration.

2. In matters of city government that are controversial, the schools will provide study on a comprehensive and nonpartisan basis. They will not permit the classrooms and assemblies to be used to spread propaganda for one side of any issue. This is in accord with the schools' policy on all social questions.

3. It will be the objective of the schools to conduct this study so as to develop lasting interests, understandings and skills concerning city government. Pupils will be taught that no governmental structure is any better than the citizens who operate it. They will be challenged to think and act as the inheritors of the great civic ideals that have here in Philadelphia so often been given new and enduring expression.

4. In this study of city government, schools will utilize the most effective teaching methods and instructional devices at their command. Much use will be made of dramatization, discussion, debate, opinion polls, visual aids, radio and television programs and excursions. These will be used to enrich group projects and individual study.

5. The schools will share with other organizations the conduct of adult education activities with regard to the proposed charter. Pupils will be encouraged to discuss this topic with parents and other adults. Parent-teacher organizations will study the subject. Teachers and principals, acting as private citizens, will participate, at their own discretion, in the related programs of non-school groups.

6. Throughout the years ahead the schools will do their part in maintaining an adequate program of civic education. They will act with full recognition of the stubborn truth that good government will be maintained only as each generation eagerly shoulders its civic responsibilities."

The seminar was both intensive and extensive in material covered and aspects of city government considered. During the five morning sessions formal addresses by key representatives in the field enabled those attending to become thoroughly acquainted with these pertinent topics: (1) Structure of Philadelphia's present government, (2) past attempts to improve the structure of Philadelphia's government, (3) government in America's cities, (4) the form of government, the executive and the council, (5) personnel selection and management, (6) fi-

nancial management, (7) municipal services.

Following each morning session, the teachers considered appropriate methods for classroom teaching, preparation of material suitable for distribution to students and other related matters. The teachers felt impelled to express their views in a petition to the Charter Commission. It requested the commission to:

"Present to the electorate of Philadelphia a proposed charter embodying the best ideas of municipal government now known. . . . In each instance where it is within the power of the commission to choose between what is fundamentally right and what is expedient the right shall prevail. As teachers, we and our associates carry large responsibilities for developing among youth those attitudes, understandings and skills essential to effective citizenship. To the extent that we may point with justifiable pride to a city charter, noble in purpose, efficient in plan and consistent in detail—to that extent will we be able to instruct and challenge youth for their full responsibility as citizens."

During the seminar sessions the teachers heard strong and persuasive arguments for varying points of view. Although it is the policy of the schools not to engage in political disputes nor to advocate any particular point of view, teachers were free to discuss the merits and weaknesses of the suggestions presented. This helps promote independent and critical evaluation of political programs of civic agencies as well as local political parties and encourages among teachers and students the widest latitude of discussion. At the same time this policy avoids involvement in sectional politics which would dissipate the necessary independence of the teaching staff.

Several weeks after the charter seminar teachers of grades seven and eight were invited to participate in a one-day institute on the charter. A program similar to that of the earlier week-long meeting was developed.

Charter Activities Reported

So that the several thousand public school teachers could be kept informed of activities related to the charter and important events in municipal government in other cities, a weekly publication, the *Philadelphia Charter Reporter*, is distributed to all the schools. Issued with the cooperation of the Citizens' Charter Committee and prepared jointly by Dr. Tanner G. Duckrey of the Charter Commission and this writer, it informs teachers of city charter news, gives editorial comment from local papers and from organizations, lists notes of interest to teachers on activities within the schools, and suggests teaching aids, materials available for instruction and the like.

The many and varied activities within the schools are indicative of the acceptance by teachers and pupils of the importance of citizen education. The approach to students through assembly programs has proved popular. These have included talks by students as well as members of civic organizations. Panel discussions have evoked sharp discussion among students. The Committee of Seventy has provided model

voting machines and speakers to explain voting procedures.

Students have conducted neighborhood polls on the new charter. One high school, in polling nine thousand residents on local civic affairs, was surprised to learn that 50 per cent did not know a new charter was in process. It seemed incredible that 31 per cent did not know Philadelphia's present form of government and 29 per cent evinced so little interest that they did not intend to vote on the proposed referendum. Certainly the challenge to education is evidenced here.

In line with the interest of students in the coverage given the activities of the Charter Commission by the press, several students of a junior high school wrote letters to the editor of the evening paper, requesting daily news releases on the charter. An editorial in that paper attested to the importance of the students' activities. At another junior high school, located in a new residential area, students devised their own subject matter in a poll on the charter. The results indicated a strong feeling for some definite change in the form of government that would make city government more truly responsive to the will of the citizens.

In classrooms, student interest has been aroused and maintained through discussion in current events courses as well as in the formal course in government. Graduation exercises in some schools have dwelt upon the theme of Philadelphia government. School papers and magazines have been used as a means of arousing interest in the study of city problems. Bulletin board items and posters, cartoon contests, construction and drawing of posters, have deepened interest. Schools have sent classes and student government representatives to the public meetings of the Charter Commission.

There has been considerable activity in local communities through the use of neighborhood papers and polls. One school is conducting a parents' class on Philadelphia government with a volunteer teacher as leader. Another has enlisted the interest of the Fathers' Association. Parent-teacher meetings have focused attention on the charter. One meeting of the charter seminar centered around the ideas of students relative to the needs of Philadelphia.

Long Range Plan

The culminating activities for the spring semester centered around a four-day institute on the charter. During the 1950 summer workshop for teachers, opportunities were presented for the development of teaching materials on the charter movement.

The long range plan of the public schools envisages a program of civic education which will exert maximum influence in preparing the future citizens of Philadelphia to be intelligently concerned with the carrying out of a project which will, in the words of the Committee of Seventy, "Develop a better informed electorate for the future and at the same time help to secure better results today. With a quarter of a million boys and girls getting a working knowledge of the grass roots of our political system, the setup of municipal government and the right way to

use the tools of citizenship, they are bound to develop a greater political and civic interest among parents."

The Philadelphia Inquirer comments that this educational project "Should help develop a lasting interest in good government that must prove valuable to the community later on."

The Greater Philadelphia Movement has attributed to the work of the schools, "The expansion of fundamental interest in government and an extremely important element in wider citizen participation. This by-product is as important as the charter itself."

As Dr. C. Leslie Cushman, associate superintendent of schools, has said, "The schools are making an all-out attempt to carry their full share, and a little more, in education with respect to the charter. We are doing this because of the evidence we have that over a period of years good or bad government comes more from the understanding and sense of responsibility that characterizes the citizenry than from the structure of that government."

With the first draft of the new charter completed and ready for public appraisal and discussion prior to the referendum on the issue, the schools will carry that "full share, and a little more." It is essential that we appraise the results of this program not only in its more immediate effects but in the greater task of educating the generations of future citizens who will exert their influence upon local community affairs in the years to come.

PITTSBURGH— 'SMOKELESS CITY'

(Continued from page 493)

control information; cities with similar problems, both in our own country and abroad, constantly send their queries and delegations. Indeed, smoke control appears to be the very cornerstone of the great civic improvement program now going forward. It has quickened the civic conscience against traffic congestion, stream pollution, parking problems and blighted areas.

Impressive as the accomplishments have been, they are modest in view of what remains to be done. In seven short years, Pittsburgh has gone well on the way toward wiping out the mistakes and neglect of nearly three generations. Its average citizens, as they buy fuel and fire their furnaces, are trying hard to remember that their city's future progress is at stake in that simple act. Perhaps much more may depend upon it. It may be even as the *Christian Science Monitor* has said: "Pittsburgh is the test of industrialism everywhere to rebuild upon the gritty ruins of the past a society more equitable, more spacious, more in the human scale."

News in Review

City, State and Nation . . . . Edited by H. M. Olmsted

Mutual Aid Keystone of Civil Defense

Federal Blueprint Spurs Intergovernmental Action

WITH the publication and distribution of the National Security Resources Board's report on *United States Civil Defense,* the way has been more widely opened for municipal, state and interstate organization and cooperation in the field of civilian defense, primarily against the effects of possible bombing, atomic or otherwise.

After considerable delay the 162-page booklet was transmitted to Congress on September 18 by President Truman, with a message stating that he would set up a temporary Civil Defense Administration to provide "a central point of leadership for state and local efforts," pending enactment of permanent legislation by Congress. Such action is expected some time after the return of Congress, scheduled for November 27. It recessed September 23.

The report is credited to the NSRB's Office of Civil Defense, headed by Paul J. Larsen, formerly a research official with the Atomic Energy Commission; he resigned from the OCD upon completion and issuance of the report. He urged that each governor at once appoint a state civilian defense director and a civil advisory council, the director in turn to enlist the specialized assistance of other state officials such as police and health department heads; and that the states evaluate their civil defense needs and resources as an aid to Congress in determining the amount of federal assistance. Present plans are said to limit the federal government's share in the program to planning, training and provision of some of the necessary equipment, with Congress to determine the extent of federal financial aid.

The report emphasized the need of close cooperation between citizens and government and between all levels of government. It states that the basic operating responsibility for civil defense lies on the individual and his local government. The state should stimulate, supervise and coordinate civil defense planning and operations within its area and direct operations as necessary in emergencies; it should also "participate in interstate planning and operations in collaboration with the federal government, provide supervision, instructors and facilities for appropriate training programs, assume its share of financial responsibility and accept and allocate such federal funds, supplies or equipment as may be provided for the counties, cities and towns."

The plan calls for mutual aid arrangements between municipalities, with state participation so far as necessary, especially in the vicinity of important potential target areas. Mobile support units, under direction of state authorities, are also specified, including fire, rescue, first-aid, engineering, radiological defense, police and other special teams to serve wherever needed.

On October 5 and 6 a special session of the U. S. Conference of Mayors was held in Washington, with W. Stuart Symington, chairman of the NSRB, and other federal officials attending, to discuss civil defense plans. Despite complaints that preparations by some cities have been delayed by lack of in-

formation on the extent of federal financial aid, it developed that a number of states, including New York, are pushing ahead with their programs on the theory that the problem is largely local, that self-reliance is an important element in self-defense, and that the source of funds is the American people, in any event.

On September 30, Harold C. Ostertag, New York legislator and chairman of the Eastern Conference on Civil Defense, announced the formation of an interstate committee to draft a ten-state civil defense compact, to provide mutual aid across state lines in case of a war emergency. The prospective participants are the six New England states, New York, New Jersey, Pennsylvania and Delaware.

Mutual aid plans have not waited for a federal program, except in part. In the west as well as the east communities have gotten together to make cooperative arrangements. *Western City* reports, "Throughout the west, and especially in the three coastal states, mutual aid plans are being made, revised, tightened and expanded." Mayors of 65 northern and central California cities met with representatives of the state and the League of California Cities to initiate civil defense planning on an area basis, and other regional meetings have been held in the coast area.

City Manager C. A. Harrell of Norfolk, Virginia, has had 100,000 copies of a sixteen-page civilian defense handbook, in simplified, graphic form, prepared for free distribution to all families in that city—probably the first to do so.

Census of Governments Placed on Five-year Basis

Under legislation signed by President Truman on September 7 a complete "census of governments" will be taken for 1952 and each five years thereafter, covering at least the subjects of "taxes and tax valuations, governmental receipts, expenditures, indebtedness and employees." The new law replaced a part of the old Census Act of 1902, which merely authorized—but did not require—that such a census be taken each ten years. Periodic reporting of benchmark government statistics is thus placed on a statutory basis like that for the quinquennial censuses of manufacturing, trade and service industries and agriculture.

In planning the census of governments for 1952, the Census Bureau has sought the help of a representative group including state and municipal officials, economic research agencies, professors of political science and economics and others directly interested in governmental statistics.

The first major phase of the 1952 census will involve identification and listing of all local governments in the nation. The Census Bureau expects to publish such figures by early 1952, bringing up to date the count last made for 1942, when over 108,000 school districts and 46,000 other local governments were reported in existence. Reports on other subjects are being scheduled for publication at intervals from 1952 until mid-1954.

Council-Manager Plan Developments

The following cities have adopted the council-manager plan in recent months: **Park Forest, Illinois,** (11,500) **Santa Paula, California,** (8,986) **Jasper, Alabama,** (6,847) and **Falls Church, Virginia,** (2,576). **Corona, California,** (8,764) adopted the plan in 1949.

The borough of **Lititz, Pennsylvania,** (4,840) has created the office of borough manager.

The city council of **Avalon, California,** a municipality of about 2,000 on Catalina Island, adopted a city manager ordinance on August 7. A manager has since been appointed.

At a recent special town meeting in **Bar Harbor, Maine,** citizens voted 572 to 354 to retain council-manager government.

The coming town meeting in **Dartmouth, Massachusetts,** will consider the appointment of a committee to study the manager plan, reporting to the next annual town meeting.

In **Quincy, Massachusetts,** which came under the manager plan this year, City Manager W. J. Deegan, Jr., has announced plans to abolish twelve autonomous boards and commissions in that city, thus testing the charter provision that the manager shall have all powers and duties, other than legislative, possessed by "the mayor, board of aldermen, common council and all other boards, commissions and committees of the city" immediately prior to adoption of the manager plan.

In **New Britain, Connecticut,** after two years of study with the aid of two expert consultants, the Citizens Non-Partisan Committee has completed a council-manager charter for submission to the people and their elected representatives.

The people of **Niagara Falls, New York,** will vote November 7 on three charter amendments designed to strengthen the manager plan now in use in that city. One would delay the removal of a manager for 30 days during which he would be entitled to a public hearing. The second would empower the manager to appoint and remove city employees, including officers of the police department, necessary for the proper conduct of city work, without approval of the city council. The third would prohibit the council from directing or requesting the appointment of any person by the manager, or from attempting in any way to influence his appointments, or from interfering with the manager's performance of his duties. A citizens' committee has been established to furnish the voters with information about these proposals.

Pennsylvania's League of Third Class Cities, at its 1950 convention in York, rebuffed as usual a proposal to allow voters of the 47 third-class cities to adopt the council-manager plan if they wish it, as is permitted in the case of boroughs and first-class townships. A resolution by Mayor Edward L. Sittler, Jr., of Uniontown, favoring local referenda on the manager plan, was reported unfavorably by the resolutions committee on September 30, and the report of the latter was apparently approved by a voice vote. Mayor Sittler demanded a roll call on his resolution but the convention adjourned while he spoke.

The Pennsylvania State Chamber of Commerce on September 21 approved proposed legislation for optional council-manager government for third-class cities. The bill would allow the voters to elect a mayor and a comptroller, however.

At a recent hearing on a proposed charter for **Philadelphia** the Philadelphia Committee of 70 called upon the city's Charter Commission to draft a new, alternative charter, based on the council-manager plan, for submission to the voters. The charter draft just completed by the commission proposes the strong mayor plan with provision for a managing director.[1]

Petitions for a November 17 vote on the council-manager plan have been filed in **Buena Vista** and **Harrison-**

[1]See the REVIEW, October, page 455.

burg, Virginia. Harrisonburg now has the plan by ordinance.

The Charter Commission of the village of **Berrien Springs, Michigan,** elected last spring, will present a council-manager charter to the voters.

The **Allegan, Michigan,** *Gazette* for September 25 comments that the Allegan city manager reports a cash balance of $47,190 at the end of the fiscal year while the state auditor general's report on examination of the books of Allegan County shows no balance in the county's general fund. In the county responsibility is vested in a dozen or more departments, under a board of supervisors that meets only four times a year.

The **Marquette, Michigan,** Charter Commission is providing definitely for a manager charter, Marquette now having a manager by ordinance. The **Manistee** Charter Commission will present to the voters in January a charter strengthening the present manager plan. The city of **Farmington** will vote in November on revising its charter, with the expectation that a manager form will be the result.

For the second time in less than five months voters of **Cheboygan, Michigan,** will hold a referendum on the council-manager plan, on November 7. The question lost on June 26 by 95 votes.

The city council of **Madison, Wisconsin,** has authorized a referendum for November 7 on the question of retaining the council-manager plan.

The **Newport, Kentucky,** Civic Association charges that politicians and gamblers are behind a movement to abolish the council-manager plan in that city. A vote on the question is scheduled for November 7.

A campaign for the council-manager plan is in progress in **Greeneville, Tennessee,** and a referendum on the subject is anticipated by the end of the current year.

Petitions have been circulated in **Fort Scott, Kansas,** for a referendum on adoption of the council-manager plan at the November 7 election. The Junior Chamber of Commerce is spearheading the campaign.

The council-manager plan was narrowly defeated in **Chanute, Kansas,** on October 10. The vote was 1,462 to 1,429.

A petition asking a vote on the council-manager plan, signed by 464 voters, has been filed with the city council of **Tonkawa, Oklahoma.**

Petitions have been presented to the city council of **Miles City, Montana,** asking for an election on the question of adopting the manager plan.

Petitions have been circulated in **St. Anthony, Idaho,** calling on the mayor and council to submit to popular vote, probably in November, the question of adopting the statutory manager plan (chapter 79, Laws of 1917).

The charter commission of **Ogden, Utah,** which has been drafting a council-manager charter, states that it will be ready for submission to the voters soon after January 1.

A vote on the council-manager plan will be held in **Puyallup, Washington,** on December 9.

A referendum will be held November 7 in **Albany, Oregon,** on the question of retaining the council-manager plan approved two years ago. A petition bearing 749 certified names requested the referendum.

A draft of a council-manager charter has been submitted to a committee of 22 citizens in **Arcadia, California,** named by the mayor and city council.

The city council of **Davis, California,** has voted unanimously for a resolution setting up the office of city administrator.

The city council of **Mountain View,**

California, has authorized the city attorney to draft a petition for election in November of a board of freeholders to frame a new charter, possibly on the council-manager plan.

The Chamber of Commerce of **Sarnia, Ontario,** is promoting the idea of council-manager government for that city.

The fifth annual New England City Management Institute met at the University of Maine (Orono) August 26-31 with 107 city and town managers in attendance.

The Committee on Managerial Assistance of the League of California Cities has been working on the duties, qualifications and methods of selection of administrative aides and assistants to city managers.

The twentieth biennial convention of the International Association of Fire Fighters (AFL), held in Milwaukee in September, adopted a resolution assailing the council-manager plan as "dictatorial" and "anti-labor," urging the compilation of data on experience of the union's locals with city managers, and prohibiting the association from giving fire department information to city managers.

Over 100 Cities Have Administrative Assistants

A special questionnaire sent out by the International City Managers' Association shows that 101, or 29 per cent, of the 346 cities and counties responding, have administrative assistants on their payrolls.

California cities reported the greatest number, twenty; Michigan was next with twelve.

As considered in the association survey, an assistant is a full-time appointed employee, aiding with at least several functions which are the final responsibility of the city manager.

The types of work performed by assistants included research, answering complaints and public requests for information, minor correspondence for the manager's signature, preparation of the budget or assistance thereon, representing the manager at certain public meetings, taking care of routine purchase orders, preparing bid information and analyzing bids, organizing personnel records, preparing job specifications and conducting examinations and preparing or aiding in preparation of annual reports.

Fifty-three of the 101 reporting cities that have assistants have less than 25,000 residents.

Hatch Act Modified by Congress

Under a bill (H. R. 9023) signed by President Truman on August 25, the Hatch Act was amended so as to permit the U. S. Civil Service Commission to impose lower penalties than removal from the civil service for political activities. The new bill makes the minimum penalty 90 days' suspension.

Canadian Cities Draft National Municipal Program

The Canadian Federation of Mayors and Municipalities has prepared a comprehensive statement of immediate and long-run problems and objectives under the title of a National Municipal Program. It acknowledges the helpful nature of the National Policy and Program announced[1] by the American Municipal Association but goes beyond that program in various respects, particularly as dictated by Canadian conditions and needs. The program is set up under 29 heads and may be summarized briefly:

1. Responsible and autonomous municipal government,

[1]See the REVIEW, September 1948, page 435.

2. Urban representation on basis of population for federal and provincial legislative bodies,

3. Furtherance of the dignity and significance of municipal office,

4. Local control of elections, schools and police,

5. Simplified structure of local government,

6. Federal-provincial-municipal relations; direct relations between municipalities and the federal government where necessary,

7. Better cooperation between provincial and municipal governments,

8. Citizen participation in government,

9. Adequate revenues,

10. A proper balance in provincial-municipal fiscal relations,

11. Motor vehicle revenues to be equitably distributed,

12. Strengthening of municipal credit,

13. Lowest municipal cost consistent with adequate service,

14. No exemption of federal and provincial property from local taxation,

15. Improvement of housing by intergovernmental effort,

16. Improved urban transportation,

17. Cooperation of governmental agencies involved in metropolitan area problems,

18. Urban decentralization and redevelopment; study of intergovernmental problems,

19. Municipal airport policy—national approach and integration,

20. Safe and adequate water supply, national and local soil and water conservation efforts,

21. Enhancement of status of municipal civil service,

22. Support of municipal research, with intermunicipal cooperation,

23. National municipal organization to represent the public interest at national level in regard to municipal matters,

24. Coordinated municipal action for federal and provincial legislation to aid municipalities,

25. Problems of the smaller municipalities—cities to cooperate regardless of size,

26. Municipal, provincial and federal services—equitable sharing of financial burden,

27. Municipal control of civilian defense except in extreme emergencies,

28. Federal financing of unemployment relief during depressions,

29. The welfare of the nation to be paramount.

AMA to Hold Annual Meeting in Washington

The American Municipal Association will hold its 27th annual convention (which it now designates American Municipal Congress) at the Hotel Statler in Washington, D. C., December 4, 5 and 6. Special programs for cities of various sizes have been arranged. Topics include home rule, civil defense, crime and the cities, social security, public relations, sewage disposal, highways, traffic and parking problems.

Colorado League Fosters District Organization

In line with a resolution adopted at its recent convention the Colorado Municipal League is taking steps to organize district branches or subdivisions of the league, to hold more frequent meetings and give more attention to local matters than the league itself finds possible. One district organization, the Metropolitan Area Municipal Association, covering Denver, Adams, Arapahoe and Jefferson Counties, was established early in 1949.

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County and Township . . . . . *Edited by Elwyn A. Mauck*

Santa Clara County Charter Upheld

But Freeholders Draft New Document for November Vote

THE county manager charter for Santa Clara County, California, adopted at the polls on November 2, 1948,[1] has finally been declared valid by the Court of Appeals, highest court in the state. Because of errors in pre-election newspaper publication of the document, the charter has twice been the subject of action seeking to invalidate it.[2]

Meanwhile, since the charter seemed hopelessly tied up in litigation, proponents of the manager plan had asked for election of a second board of freeholders to write a charter which would be free of legal entanglements. On June 6 all members of the board of freeholders drafting the 1948 charter—with one exception—were re-elected as a new board on campaign pledges to draft a similar manager document. This new charter has been placed on the November 7th ballot.

County Charter Developments

Fresno, Monterey, Stanislaus and San Joaquin Counties, California, are all working on charter plans.

The board of commissioners of Harnett County, North Carolina, has taken under advisement a recommendation that the county adopt the manager plan. The action was taken at the suggestion of the local certified public accountant who had audited the county's books.

94 Candidates Seek to Write County Charter

Ninety-four persons have filed for election to the fifteen-man King County, Washington, Freeholders' Charter Commission. This is producing for November 7 the longest ballot in Washington state's history. Every voter will have an opportunity to vote for the fifteen of his choice, but the five residents of each of the three election districts who receive the greatest number of votes in their districts will be declared elected.

Some of the candidates would favor continuation of the present county government without change, but another group favors adoption of the merit system, nonpartisan elections, an enlarged county board and a central executive or administrator. In the latter group are the sixteen candidates who served on the Advisory Charter Commission of 34 which was appointed by the county commissioners last year and which has done much preliminary work on a proposed charter.[1] A similar procedure was followed in the 1946 Seattle city charter campaign.

City-County Consolidation Explored

The exploration of the possibilities of city-county consolidation continues in metropolitan areas where the inefficiencies of duplicate and overlapping governmental units are recognized and where there is interest in seeking solutions to the problem.

The Albuquerque, New Mexico,

[1] See the REVIEW, December 1948, page 612.

[2] See the REVIEW, January 1949, page 46; April 1949, page 187; and January 1950, page 42.

[1] See the REVIEW, January 1950, page 42.

Journal recently stated editorially, "Proposal to merge the city and county governments in Bernalillo County has much to recommend that enabling legislation be secured at the next session of the legislature.

"The city government has appointed a three-man committee to work with Representative Calvin Horn on the drafting of such legislation, and it is expected that the county will do likewise.

"If such legislation is obtained a charter would have to be drafted and then it would be up to the people to approve or reject the plan.

"Albuquerque, with its extension of the city limits, now has the greater part of the population of the county, though not area, and it presents an ideal situation for a single government—one under which economy and efficiency in operation ought to be possible."

In Pennsylvania, the Philadelphia *Inquirer* recently pointed out, "Because the county offices in Philadelphia's government are still a law unto themselves, the proposed new city charter cannot yet weave them into its plan for streamlined administration at city hall.

"That must wait upon an amendment to the state constitution consolidating the city-county government here. The last session of the Assembly approved such an amendment but it must be approved also by the coming session and then ratified by a majority of the voters of the state at a special referendum before it can become effective.

"When consolidation is achieved, according to the charter draft, council may by ordinance transfer the present functions of county offices to suitable city departments, boards and commissions. Costly duplications in service can then be ended, unnecessary agencies abolished and all employees placed under civil service. . . .

"Should the 1951 session of the Assembly pass the consolidation amendment, the proposal would in the ordinary course be placed before the voters in the subsequent November election. By that time, however, a number of county officials, including the sheriff, district attorney, recorder of deeds, clerk of courts and county commissioners, would already have been nominated and would be up for election for four-year terms under existing legislation. Changes in their setups and possible mergers with city offices, would probably have to be put off for another four years.

"A special election is planned for early next year so that Philadelphians can vote on the proposed new charter. If the legislature should approve the consolidation amendment early in its session—and bipartisan agreement should make that possible—a statewide vote on the amendment might be held the same day as the charter referendum in this city. Here is a time-saving process that is worth consideration."

Road District Consolidation Continues

Union County, Illinois, an agricultural county lying along the Mississippi River, recently reduced the number of its road districts from thirteen to four, following an investigation by the county farm bureau that revealed a disproportionately high percentage of road funds absorbed in supervisory costs. The reduction was accomplished by securing twenty signatures on petitions in each district under consideration for consolidation. The petitions were filed with the county commissioners who reorganized the road districts after

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Proportional Representation . . *Edited by George H. Hallett, Jr. and Wm. Redin Woodward*

(This department is successor to the Proportional Representation Review)

P. R. Used in Local Elections Abroad

Eire, Sweden, Finland Choose Council Members

ELECTION of municipal and county councils by P. R. systems took place this fall in Eire (Ireland), Sweden and Finland. The Irish election held September 20 utilized the Hare system (single transferable vote), whereas the Swedish elections of September 17 and the Finnish elections on October 1 and 2 were under party list forms of P. R.

Probably the most remarkable circumstance of the Irish elections was the light vote: only 55 per cent of the eligible voters participated. In contrast the Swedish elections brought out a heavy vote, more than 80 per cent of those entitled to participate. Even the 55 per cent participation in Eire, however, compares favorably with national elections in the United States.

Nation-wide totals for the Irish county council and other local elections published on September 30 in the *Irish Advocate* (New York) show that on first preferences the various independent candidates obtained substantially more votes than those running under party labels, 554,446 out of the 1,040,344 votes tabulated. The candidates of the two largest parties, Fianna Fail and Fine Gael, obtained respectively 217,222 and 127,346 first preferences. Of course, upon further progress of the Hare system count, the votes tended to concentrate upon party candidates and the more outstanding independents and the largest parties, particularly Fianna Fail, did quite well while the Labor party and Clan na Poblachta, among the smaller parties, were heavy losers on transfers.

Fianna Fail won decisively in Meath and Cavan Counties and in the city of Cork, obtaining five of the six aldermanships in Cork. This party lost county council seats in Monaghan and Mayo, however. Fianna Fail forms the opposition, in the national government, to a coalition of parties that has successfully maintained Prime Minister John Costello's government since the national election of 1948.

In the city of Dublin the final results were: Fianna Fail 19, Fine Gael 13, Labor 4, independents 4, Clann na Poblachta 3, Ratepayers 2. The results of the last previous election were: Fianna Fail 19, Fine Gael 12, Labor 11, independents 3.

No elections were held for Dublin and Kerry County councils or for the town council of Traymore, these bodies having been more recently elected than the outgoing councils in other communities which were replaced in the September 20 election.[1]

Finnish Results

Preliminary figures for the election in Helsinki, the Finnish capital, showed a Communist gain with the party, known in Finland as the Popular Democratic party, almost equaling in votes the second largest party, the Conservative, which had dropped considerably in strength. The Social Democrats were again the largest group, registering only a slight loss in strength. The distribution of seats according to figures reported in the Newark, New Jersey,

[1] See the REVIEW, February 1949, page 95.

News on October 3, was: Social Democrats 19, Conservatives 16, Communists 15, Swedish People's party 13, Liberals 8.

As the returns came in from the rest of the country it became apparent that the Right and Center parties would obtain an aggregate majority of the seats on the various county and city councils, but it was not until the returns from the Aaland Islands, polled two days later than the rest, came in that a popular vote majority for those parties was indicated. In those islands, whose population is Swedish-speaking, not only did the Communists obtain no seats in city or county councils but also the Social Democrats were equally unsuccessful. Preliminary nation-wide figures reported in the Newark *News* on October 6, excluding only a dozen small election districts, showed an aggregate vote of 742,832 for the Right and Center parties out of a total poll of 1,449,388.

Swedish Elections

The most striking effect of the Swedish municipal elections was the defeat of the Communists in every section of the country. The Communist party on the aggregate lost 66 per cent of the representation it had obtained in the 1946 municipal elections, losing seats even in its traditional strongholds in the mining country north of the Arctic Circle and in the big industrial cities and ports.

On nation-wide totals the Social Democratic party polled about 49 per cent of the vote, as compared with 44.4 per cent in 1946 and 46.1 per cent in the parliamentary elections of 1948. The People's party, sometimes referred to as the Liberals, obtained 22.8 per cent of the votes, maintaining almost all of its gains registered in 1948. The Farmers' Union, with 12.4 per cent, did not regain ground lost in 1948 but maintained its position percentagewise. The Conservatives, with 11.8 per cent showed a continuing slight loss beyond that indicated by the 1948 vote. The Communists obtained less than 5 per cent of the vote, as against 11.2 per cent in 1946 and 6.3 per cent in the 1948 parliamentary elections.

Because the seats in the various counties and the six cities—which are not represented in the county councils—represent constituencies of widely varying sizes, no close correlation between the total votes and total seats of each party can be expected. Thus the Farmers' Union with only a slightly larger total vote than the Conservatives, obtained 221 seats, while the Conservatives obtained only 146.

The People's party registered the largest gain in number of seats, adding 112 to make 356. The Social Democrats added 86 for a total of 828. The Communists lost 76 seats to retain only 31.

The election results in Stockholm swept a dozen Communists out of the city council, leaving only five, a number insufficient to entitle the party to representation on administrative boards and agencies of the city. The People's party won fourteen seats, more than offsetting the Conservative losses. The People's and Conservative parties together polled 49.12 per cent of the vote and obtained 51 out of 100 seats, obtaining a joint majority for the first time in many years. The Social Democrats obtained 44 seats with 43.16 per cent of the total vote, a gain of six places. The Communists polled 7.72 per cent of the Stockholm vote.

Wheeling Votes on Retention of P. R.

The city council of Wheeling, West Virginia, placed on the November 7 ballot the question of whether the

ity will continue to use the Hare ystem of proportional representation or the election of the council. At ne same time voters will be given n opportunity to choose between two lternative plans for choosing council nembers, the so-called ABC plan and modified ward system. The first ould divide the city into three dis-icts each of which would elect three ouncilmen; the second would pro-ide for nomination of two each in leven wards, one of which would e selected from each ward in the eneral election but with the voting t large.

The Wheeling Association, which as active in the city's adoption of he council-manager plan and P. R n 1935, is conducting a campaign in efense of proportional representation.

P. R. Meeting to Stress Massachusetts

At the annual meeting of the Pro-portional Representation League, to e held in Buffalo, November 21, the opic will be "Massachusetts—P. R. Laboratory." Speakers include Fran-is A. Harrington, Worcester Citizens Plan "E" Association; Gabriel L. Kaplan, legislative counsel to Stanley saacs, minority leader in New York City council; George H. Hallett, Jr., director 1949 P. R. election in Worces-er, consultant to Revere and Medford. Seven Massachusetts communities are governed by Plan E charters pro-viding council-manager government with proportional representation for the election of the city council and school board — Cambridge, Lowell, Worcester, Medford, Revere, Quincy, and Saugus. Somerville and Glouces-er have also adopted the plan, to go nto effect a year hence, but may be leprived of the use of P. R. because of legislative action. Hon. Albert D. Cash, mayor of Cincinnati and president of the P. R. League, will preside at the meeting, held during the National Conference on Government of the National Municipal League.

CITY, STATE AND NATION

(Continued from page 512)

Civil Service Law to Be Recodified in New York State

Governor Thomas E. Dewey of New York has appointed five members of a Temporary Commission to Recodify the Civil Service Law. Three more members are chosen by the president pro tem of the Senate and three by the speaker of the Assembly. An appropriation of $50,000 has been made for expenses and staff salaries.

PACH Receives Half Million Grant

The Public Administration Clearing House, with headquarters at 1313 East 60th Street, Chicago, has received a grant of $500,000 from the Ford Foundation. As a result it plans to expand its activities promptly in the fields of national and international administration. These are expected to include the providing of advisory services to administrative officials, encouraging practical research, interchanging information on administrative practices, holding of conferences and enlisting the services of specialized organizations in the field of administration.

PACH was established in 1931, with the aid of grants from the Spelman Fund of New York, for the purpose of facilitating the exchange of information and experience among groups and institutions which are concerned with the improvement of the administrative techniques of government.

State Taxes Set New Record

Collections for 1950 Double Those of 1942

TAX collections of the 48 states in the 1950 fiscal year aggregated $8,967,198,000, a gain of 7.4 per cent over fiscal 1949, according to the preliminary report of the Census Bureau.[1] Exclusive of the tax contributions of employers and employees for unemployment compensation, tax receipts were $7,939,165,000, a figure 7.6 per cent above 1949 and 103.4 per cent higher than fiscal 1942. The 1950 collections set an all-time record, receipts excluding unemployment taxes comparing with $4,307,000,000 in the last wartime year, fiscal 1945.

As compared with 1949, receipts from individual taxes in fiscal 1950 showed considerable variation.[2] Sales and gross receipts taxes as a group, which represented 59 per cent of the total (excluding unemployment compensation taxes) rose 4.7 per cent to $4,686,603,000. General sales taxes, amounting to $1,678,571,000, or 21.1 per cent of the total, rose only 4.3 per cent over fiscal 1949, however, while motor vehicle fuel taxes were up 13.7 per cent over the prior year to $1,547,895,000, or 19.5 per cent of the total. Gains between 8 and 10 per cent were shown by most other components of the sales tax group, but alcoholic beverage taxes were down 1.1 per cent to $421,603,000.

License and privilege taxes as a group accounted for $1,210,937,000, or 15.3 per cent, of the total. They stood 11.2 per cent above fiscal 1949. Motor vehicle and operators licenses, up 12.7 per cent over the prior year, accounted for the bulk of the receipts in the group, $749,154,000. Other taxes in the group were led by a 17.2 per cent increase for general licenses on corporations. Alcoholic beverage licenses barely held their own, however, increasing only 6/10 of one per cent over fiscal 1949.

Income Taxes Increase

While rate adjustments were minor factors in sales tax and license increases for the year, they appear to have played an important part in raising income tax collections in fiscal 1950 above 1949 by 7 per cent. New York, which had permitted a 40 per cent deduction in the payment of 1948 taxes in 1949, cut the rebate to a 10 per cent deduction for 1949 taxes, payable in 1950. California, another state where income tax collections bulk large, eliminated a temporary reduction dating from 1943, and there were adjustments in rates or deductions in exemptions in other states. Consequently, individual income tax receipts advanced sufficiently to offset a decline in taxes on corporate income. Individual income tax collections in fiscal 1950 were $743,000,000 compared with $593,000,000 the preceding year, and corporation income taxes were $578,000,000 compared with $641,000,000 in fiscal 1949. Individual and corporation income taxes together represented 16.6 per cent of state collections in fiscal 1950.

[1] U. S. Bureau of the Census, *State Tax Collections in 1950*. Washington, D. C., August 1950, 10 pages, tables.

[2] The 1950 fiscal year closed June 30, 1950, in 42 states; on May 31, 1950, in Pennsylvania; on March 31, 1950, in New York and Washington; on September 30, 1949, in Alabama and Wyoming; and on August 31, 1949, in Texas.

Tax collections ranged down from $888,000,000 in New York to $10,000,000 in Nevada (the totals again excluding unemployment compensation taxes). California, second to New York, had collections aggregating $805,000,000, only 8 per cent below the Empire State total. The third-place holder, Pennsylvania, had collections of $440,000,000, less than half New York's total. Below Pennsylvania in rank were nine states with collections exceeding $200,000,000, while there were sixteen states with receipts between $100,000,000 and $200,000,000.

Many of the states derived a relatively large proportion of their tax revenue from a single type of tax. The largest yield produced by a single tax was in California, where the general sales and use tax produced $321,560,000, or 40 per cent of the state's total tax receipts. New York's $262,916,000 from the individual income tax ranked second largest among the taxes and accounted for roundly 30 per cent of the state's receipts. With the related corporation income tax, all income taxes in New York raised $443,580,000 or half the total. The third highest individual yield was of the sales tax in Michigan, the $204,417,000 collected accounting for slightly more than half the state's total collections.

The sales tax accounted for better than one-third of total collections in such states as Illinois, Indiana and Ohio. In Texas, $102,692,000, or nearly one-third of all receipts, was produced by severance taxes, reflecting the state's leading position in oil production. In Florida, $51,205,000 or about 30 per cent of all state receipts came from the motor fuel tax.

Houston Area Studies Assessments

An intensive study of the relationship between the selling price of real estate and the assessed valuation of the parcels of property concerned has been made by the Tax Research Association of Houston and Harris County, Texas. On the basis of actual sales, it was found that Harris County assessments amounted to 16 per cent of the actual selling price, city of Houston assessments to 29 per cent, and Houston independent school district assessments to 27 per cent. The "official" ratios of assessment to full or fair value are 40 per cent for the county and 70 per cent for the city and school district, based on prewar cost levels.

A wide variation was found in the assessed value–selling price relationship. In one census tract outside Houston, but with urban-type development, there was a range from assessments as low as 3.04 per cent of selling price to as high as 88 per cent of selling price. For the entire tract the assessed value represented 15.8 per cent of the selling price. The range here was apparently larger than in most cases, but otherwise fairly typical.

While the study was carefully set up to eliminate sales showing evidence of factors which would make the transactions other than sales between willing buyers and sellers, it did not cover property not sold during the period on which the assessment was legally based. Hence, the results are not necessarily indicative of the level of assessments on properties which have not changed hands, although it seems likely that ratios of assessed value to market value are as low or lower in properties not surveyed as in those sold and studied by the association.

The findings of the study emphasize one disadvantage of a policy of fixing assessed values at a level relatively much below full or true value: wide

variations in assessment ratios easily become the rule. In the case of the tract cited above, 87 per cent of the properties studied were assessed by the county at less than the 40 per cent ratio officially used. It is hardly likely that the owners of any of these properties have or will protest their assessments as unfair. The other 13 per cent might protest, and get their assessments lowered, or they conceivably may include some owners who regard their properties as advantageously priced relative to some other property which also happens to be assessed at a higher ratio and hence "fairly" assessed.

Where as a matter of policy a relatively high ratio of assessment is used, the area in which owners will tolerate any material variation in assessment equality without protest is reduced. If, for example, assessments are made at a stated 100 per cent of present fair value, any property assessed markedly below that basis is conspicuous as an instance of incompetence or gross favoritism to the owner, while any over-assessment may be expected to result in prompt protest to the reviewing agency. There may under such a setup be considerable argument as to what full value actually is, but each taxpayer will be able readily to provide his own test, something not easy or likely in many instances when the assessment ratio is low and the base is a remote period when different price levels prevailed.

Fraud Charged in New York Schools

New York City's police-gambling inquiry has not been edged off the front pages by a new scandal, but it has been given serious competition by the disclosure that the city's school system has been squandering vast sums by systematic evasion of purchasing regulations. According to press reports, evidence has been presented to the New York County grand jury and indictments requested.

Most flagrant violations appear to have occurred in connection with "oral" purchase orders, which under the board's regulations are permitted on purchases involving less than $200. New York Commissioner of Investigation James H. Sheils reported that in 1948-49 the school maintenance bureau issued 9,994 oral orders with a total value of $1,072,349. During the first half of 1949-50, with the investigation under way, use of oral orders dropped to 961 totaling $107,153.

Unit prices were found generally higher under oral orders than under competitive bidding. Mr. Shiels was reported by the press to have found that half of $65,890 spent for paint in 1948-49 was distributed under oral orders, with oral order prices ranging from $2.65 to $4.25 per gallon compared with prices for the same paints under quantity contracts of $1.50 to $2.72 per gallon. The savings thus ranged from 44 per cent to 36 per cent under the quantity contracts.

The board's regulations required that purchase orders exceeding $1,000 need approval of the budget director and the board's building committee. There were instances, the commissioner of investigations reported, where orders were "deliberately split" to avoid submission of orders for this approval. Evidence was also found of failure to inspect materials for adherence to specifications. Since the investigation began last winter, responsibility for purchase of paints and other supplies has been taken from the maintenance bureau and placed with the bureau of supplies.

Citizen Action . . . . . *Edited by Elsie S. Parker*

Foundation Offers Awards for Getting Out Vote

Civic Groups Campaign for Intelligent November Ballot

PRE-ELECTION activities of local and state civic groups have been highlighted by efforts not only to get the voters out to the polls but also to educate them to cast an intelligent ballot.

To dramatize the importance of voting, the American Heritage Foundation has offered "a series of awards to communities, counties and organizations that conduct outstanding community-wide campaigns on the theme, 'Voting Is Everybody's Job.'" Two requirements are laid down: (1) That the foundation be sent, not later than November 20, "a scrapbook or other evidence of nonpartisan community-wide voting effort"; (2) That at the same time an official report of the 1950 election returns of the community or county involved be submitted to the foundation. An application blank for the award may be secured from the foundation, 25 West 45th Street, New York 19.

The foundation has published an excellent brochure, *Voting Is Everybody's Job,* available upon request. Ideas for the conduct of a get-out-the-vote campaign are also available with numerous one-minute spot announcements, messages from prominent citizens, etc. The foundation announces that "among the awards will be original historical papers and authentic reproductions of the most important documents of our American heritage, handsomely framed and inscribed."

Countless citizen organizations over the country are working along just these lines. The Voters' Service of the League of Women Voters has been doing yeoman service in urging voters to be sure they register so they may be eligible to cast their ballots in the November election. During registration week the New York City league, for instance, manned information booths in department stores, libraries and on street corners; distributed hundreds of posters to stores, libraries, schools, etc., urging voters to "run not walk" to registration booths; candidates meetings gave voters an opportunity of seeing and hearing those people seeking election. The Girl Scout Council of Greater New York cooperated with the league during registration week and on election day, scout members acting as baby sitters.

The League of Women Voters of voteless Washington, D. C., does "a big absentee voters job before every national election," according to *Action,* the national league's publication. Voters from all states come to the booth by the thousands seeking information on how to vote. "This past year the Economic Cooperation Administration printed the league's information on voting privileges and sent it to all overseas employees," reports *Action.* "It forwarded sample copies to other federal agencies who in turn sent them out to more than 150,000 employees serving abroad." Large business concerns secured the information for their men and women abroad.

Blue Ballot Campaign

The League of Women Voters of Illinois, Illinois Agricultural Association, Illinois Council-Manager Conference, State and Junior Chambers of Commerce, State Federation of La-

bor, the Women's City Club and Men's City Club of Chicago, the Chicago Civic Federation and many other statewide and local groups participated in the work of the Illinois Committee for Constitutional Revision to secure adoption of the so-called "gateway" amendment[1] to the state constitution. The ballot on which the amendment will be voted, the descriptive leaflet issued by the secretary of state and all campaign literature features the color blue. "Vote Yes on the Blue Ballot for the Gateway Amendment," is the slogan.

The Illinois League of Women voters has also distributed widely a circular, "When You Vote," with information on how to split a ticket, vote a straight ticket, vote for amendments, propositions, etc.

Voters Directories

Over 20,000 voters have been sent *Let's Look at the Record: A Voter's Guide to the Candidates for the State Senate and House of Representatives* by the Citizens Plan "E" Association of Worcester. That city, as well as a number of others in Massachusetts, has adopted the state's optional charter popularly known as Plan E. It provides council-manager government with proportional representation for the election of the city council and school committee. Originally passed by the legislature, the plan has been subjected for some years to constant attempts on the part of legislators to discontinue it entirely or to rip out certain features. For this reason the Worcester association determined to seek the election of legislators from the city sympathetic to the Plan E setup. Each candidate who is "considered capable and supports Plan E" is labelled "preferred." Endorsed were six Democrats and five Republicans.

[1]See the REVIEW, October 1950, page 461.

The Seattle Municipal League has distributed over 46,000 copies of its sixteen-page *Report on Candidates* for the September primary election—the largest number ever given out for a primary. "The large distribution was made possible," says the *Seattle Municipal News,* "through league members' support plus special contributions from several hundred civic-minded citizens." The league anticipated an even greater demand for the report issued prior to the November 7 election.

The Detroit Citizens League and the Civic Club and League of Women Voters (joint project) of Allegheny County (Pittsburgh), Pennsylvania, are distributing large numbers of their voters' directories.

The Citizens League of Port Huron held a meeting addressed by candidates for the fall primaries. Invitations were issued to candidates for governor, congressmen, state senators, state legislators and county officers.

The Commonwealth Club of California has held several luncheons at which speakers discussed November ballot measures. The club also published a 44-page pamphlet discussing the proposals and took a mail ballot of all its members on them. The Portland (Oregon) City Club has issued committee reports on measures to appear on the ballot in that state with recommendations for or against.

The Citizens Union of New York City, in questioning candidates for the legislature, asked their views on issues in fifteen fields, among them permanent registration, expansion of state aid or New York City's borrowing power for school building, open competitive examinations for top positions in the Attendance Bureau of New York City schools, equality of districts in legislative reapportionment, split legislative sessions, reforms in the method of electing judges, direct

lection of party district leaders, and ne right to amend the state constiution by petition and popular vote. These are all items on the union's gislative program. The four candiates for mayor received a questionaire on city problems in eleven fields, mong the questions: "Will you, if lected, try to appoint as deputy nayor a man with training and exerience comparable to the best of ne city managers and delegate to im a large part of the administrative upervision? Would you favor the ity manager plan for New York ity?" The union distributes some 5,000 copies of its *Voters' Directory.*

The Citizens Budget Commission f New York has invited candidates or mayor to "make use of the comission's extensive files relating to ne city's fiscal and administrative afairs." It also invites mayoralty andidates to discuss with the comission certain specific matters of reat public importance. The latter nclude management, finance, city lanning, civil defense, civil service, ransit, traffic, housing and urban redevelopment, water supply, education, moke control and port facilities—ll burning questions in the country's argest city.

The State Chambers of Commerce f New York and Pennsylvania have nalyzed the votes of past years in heir respective states. "Too many ennsylvanians in the past have failed o register and vote, either overlookng or ignoring this major obligation f citizenship," says the *State Affairs Bulletin* of the Pennsylvania chamber. The New York chamber's pamphlet, *Voter Participation in New York and the Nation,* lists for each state potential oters, votes cast, and the percentage f potential voters actually casting heir ballots for 1940, 1944 and 1948. For 1948 the percentage runs from 3 per cent in Alabama and South Carolina to 77 per cent in Connecticut, Massachusetts and Utah.

The Chicago City Club called for volunteers to act as watchers at the November 7 election. In order to educate these volunteers half-hour lectures were given on specified days and election kits were distributed with brief instructions, credentials and assignments.

With the Women Voters

The National League of Women Voters reports that "We Almost Cover the Map." There are 35 state leagues and 739 local leagues in 41 states, the District of Columbia, Hawaii and Alaska, an increase of 45 per cent during the past six years. Present membership is 93,000, a 90 per cent gain over that of six years ago. These six years cover the stewardship of Miss Anna Lord Strauss, national league president, who retired this year. Mrs. John G. Lee, who succeeds Miss Strauss, commented in a recent issue of *Action:* "Thanks to Miss Strauss and her six years of wisdom and untiring effort, the league house is in order. We are healthy and growing. We have sound organizational structure and orderly working procedures, but at the same time we also have the flexibility needed to keep us from becoming static. We shall always be pioneers, constantly trying new ways to meet both old and new needs."

An Institute on State and Local Government was held by the League of Women Voters of Illinois September 15-16 at Springfield. Purpose of the conference was "to measure political pressures and practices at the mid-century against the yardstick of basic American political philosophy and experience, to examine present trends in government operation and to discover where and how citizens

may take responsibility for shaping government policy." Among the governmental experts heard were Roy V. Peel, director of the U. S. Census Bureau, Rowland Egger of the University of Virginia, Frank Bane, executive director of the Council of State Governments, Kirk H. Porter of the State University of Iowa, and John E. Bebout, assistant secretary of the National Municipal League.

Support of the county manager plan was indicated by numerous candidates in Anne Arundel County, where the local League of Women Voters sent out questionnaires on various aspects of good government.

The current agenda of the League of Women Voters of Minnesota, as adopted at its convention this year, includes "work for a new state constitution or for constitutional revision with emphasis on (1) strengthening home rule, (2) re-apportionment, and (3) fewer elective officials."

* * *

Planning Activities

Guiding the Growth of the Metropolitan Area (22 pages) is the 1949 report of Lyman Field, general chairman of the Citizens Regional Planning Council for the Counties of Jackson, Clay and Platte in Missouri and Wyandotte and Johnson in Kansas. The pamphlet describes accomplishments of the association and plans to be undertaken.

One accomplishment reported was the successful termination of the Kansas City (Missouri) bond program by the Citizens Planning Council of Kansas City (Missouri), an affiliate. The council sponsored formation of a Citizens Bond Committee as a separate organization to do what the *Kansas City Times* described editorially as "a magnificent job" in citizen research and promotion of a bond program for the city and for Jackson County.

Because of the success of the bon program, the mayor of Kansas Cit called upon the local council to s up a similar citizen organization t solve the school problem. Th Emergency School Committee, as was termed, was composed of an e ecutive committee of some 60 repr sentatives of local civic, labor and pr fessional groups. Its ten special com mittees dealt with separate phases the school system. The final repo of the Emergency School Committe gave for the first time "a compr hensive citizen survey of our loc education system showing its fault its good points and its needs."

Recreation Guide to the Pittsburg Region, by Gilbert Love, (108 pages, cents) was sponsored by the Recr ation Conservation and Park Counc of the Allegheny Conference on Com munity Development. It is designe to encourage utilization of the va recreation opportunities available the Pittsburgh area.

The Metropolitan Plan Associatio of St. Louis has pledged its full su port to the Bi-State Developme Compact and Agency (Missou Illinois metropolitan St. Louis area which has been one of the association major objectives.

A recent publication of the Passai Bergen Community Planning Asso ation is *Families Eligible for Low-Re Housing,* a report to the city council Clifton, New Jersey. It is illustrat with charts and maps.

"Municipal Off-Street Parking Sy tems in the New York Metropolit Region" are discussed in the *Bulle* of the Regional Plan Associatio Another issue describes "Planni Activities in the New York Metr politan Region," by Frederick P. Cla the association's planning director.

Researcher's Digest . . . . *Edited by John E. Bebout*

GRA Meets in Asbury Park

New Orleans Bureau Wins Award; Officers Elected

MERLE W. DEWEES, executive director of the New Haven Taxpayers Research Council, succeeded Robert E. Pickup, director of the Northeastern Division, Pennsylvania Economy League, as president of the Governmental Research Association at its annual conference at the Berkeley-Carteret Hotel in Asbury Park, New Jersey, September 6-9. Carl R. Dortch, director of the Bureau of Governmental Research, Indianapolis Chamber of Commerce, was elected vice president.

George Bestrom, executive vice president of the Minneapolis Taxpayers Association; Victor D. Brannon, director of the St. Louis Governmental Research Institute; and Frank J. Zeo, assistant executive director of the Massachusetts Federation of Taxpayers' Associations, were elected to second terms as Trustees. Bruce Smith, secretary and acting director of the Institute of Public Administration, and Carlton W. Tillinghast, executive director of the New Jersey Taxpayers Association, were elected as trustees to succeed Robert E. Pickup and Steve Stahl, executive vice president of the Oklahoma Public Expenditures Council.

The award for the most noteworthy piece of research prepared by a member of the association in 1950, was presented by D. Benton Biser, chairman of the Award Selection Committee, to Val C. Mogensen for the New Orleans Bureau of Governmental Research study, *Administrative Organization and Relationships in the New Orleans Public School System.* The Syracuse Governmental Research Bureau won honorable mention for *Proposal for an Executive Manager Form of Government for Onondaga County.*

The program theme, "Governmental Research in the Second Half of the 20th Century," was high-lighted in an address at the opening luncheon by Alvin A. Burger, director of the Department of Governmental Research, New Jersey State Chamber of Commerce, and in a round-table discussion toward the end of the conference.[1]

Speakers and discussions revealed wide agreement that the governmental research conducted by members of the association must increasingly recognize the impact of national and world economic and political developments, deal with intergovernmental relationships and concern itself with the "what" of government as well as the "how."

Indicative of something or other was the fact that approximately one third of the 225 conferees who came to the Jersey seashore from 28 states, the District of Columbia and Canada, chose to take part in an informal, extemporaneous discussion of "Bureau Answers to Governmental Problems" one sunny afternoon in preference to a scheduled sampling of the recreational facilities of Asbury Park. Thomas J. Graves, assistant director of the Connecticut Public Expenditure Council, led the group through lively arguments on such varied questions as tax consciousness, applicability of the council-manager plan to large cities, farm subsidies, public opinion

[1]See also the REVIEW, July 1950, page 367.

polls, the president's salary and the army engineers.

Among the subjects discussed in other conference sessions were the metropolitan area problem, school surveys, public assistance, governmental reorganization and inter-governmental fiscal results. Summaries of the discussions are included in the September-October number of the *GRA Reporter.*

Bureau Notes

The Brockton (Massachusetts) Taxpayers Association has begun publication of a new bulletin, *Your Tax Facts.* The first issue, dated September 12, 1950, is devoted to "Facts About the Proposed 48-Hour Work Week for Firemen."

The Fifteenth Annual Institute of Government, sponsored by the Bureau of Governmental Research and Services of the University of Washington, in cooperation with the Division of Adult Education and Extension Services, was held July 10-14 in Seattle. Topics discussed included: local action in democracy, public library administration, civil rights, county home rule, local government organization for emergencies, public welfare and community relations.

Citizens of Memphis and Shelby County, Tennessee, have formed a new organization, the Civic Research Committee. The purpose of the committee is "To make available an organization where citizens of Memphis and Shelby County may examine, study and discuss those things in respect to government which should be understood by all regardless of political connections and beliefs; to report those findings of the committee so that all citizens of Memphis and Shelby County can have a knowledge of the more important aspects of government."

Strictly Personal

John C. Bollens has resigned as executive secretary of the Western Governmental Research Association to become a member of the political science faculty of the University of California at Los Angeles. Stanley Scott of the bureau staff has been appointed acting executive secretary.

On leave as director of the State Bureau of Municipal Affairs and executive secretary of Pennsylvania State College's Institute of Local Government, Harold F. Alderfer has accepted a two-year assignment with the Economic Cooperation Administration in Greece. He will work on the general problems involved in the restoration and reorganization of Greek local government.

Research Pamphlets and Articles

Air Pollution

Air Pollution Legislation. Springfield, Illinois Legislative Council, 1950. iv, 43 pp.

Annexation

Neighbors or Enemies? A Study of the Vital Factors and Essential Elements in the Problem of Annexation Surrounding the Terre Haute Area. By Municipal Government Class. Terre Haute, Indiana State Teachers College, 1950. v, 60 pp.

Budget

The Performance Budget in Oklahoma. By Steve Stahl. New York City, Governmental Research Association, *GRA Reporter,* March-April 1950. 3 pp.

Census

Erie County Population. Buffalo Municipal Research Bureau, *Just a Moment,* July 13, 1950. 3 pp.

The 1950 Census . . . Its Effects on Government in Iowa. By Dean Zenor

owa City, State University of Iowa, nstitute of Public Affairs, 1950. 3 pp. Tables.

Population of California. Contra Costa County Leads Growth. Los Angeles, California Taxpayers' Association, *Tax Digest*, August 1950. 4 pp. 25 cents.

The Returns Are In! Poughkeepsie, New York, Area Development Association, *Plans and Action*, July 14, 1950. 4 pp.

Constitutions

Five Years Under the New Missouri Constitution. A Progress Report. By Martin L. Faust. Jefferson City, Missouri Public Expenditure Survey, 1950. 27 pp. 50 cents.

County Government

The Development of Erie County. Buffalo, Municipal Research Bureau, *Just a Moment*, August 3, 10, 17, 24, 31 and September 7, 1950. 3 pp. each.

Debt

Capital Note Financing. Buffalo 2, Municipal Research Bureau, *Just a Moment*, September 28, 1950. 3 pp.

Who Owes State Debt? Rapid Growth of Non-Guaranteed Obligations Presents New Fiscal Problem. By Gordon P. Smith. New York 20, Tax Foundation, *Tax Review*, August 1950. 4 pp.

Economics

The Manufacturing Economy of the Detroit Region Compared to National Manufacturing and Major Metropolitan Areas. By Paul M. Reid. Detroit, Regional Planning Commission, 1950. 41 pp. Tables and charts.

Probable Economic Effects of the Chesapeake Bay Bridge on the Eastern Shore. Baltimore, Maryland State Planning Commission, April 1950. 49 pp. 25 cents.

Education

The Class Will Come to Order. Orange County (New York) Solves Its Educational Problem in True Community Style. New York City, Tax Foundation, *Tax Outlook*, September 1950. 2 pp.

New Jersey Public School Enrollment Trends. Looking Ahead to 1954. By Steven E. Schanes. Newark, New Jersey State Chamber of Commerce, Department of Governmental Research, 1950. 9 pp. Tables.

Operation of School Law. Progress Reported in Many Counties; Operating and Transport Aid Highest in History. Madison, Wisconsin Taxpayers Alliance, *Wisconsin Taxpayer*, August 1950. 7 pp.

Public School Expenditures in Utah. Salt Lake City, Utah Foundation, July 1950. 6 pp.

School Tax Rate at Legal Maximum. Lackawanna, New York, Tax Research Bureau, *Comments*, August 1950. 5 pp.

State School Loan Fund. 58 Districts Get First $50 Million. By S. J. Barrick. Los Angeles, California Taxpayers' Association, *Tax Digest*, September 1950. 6 pp. 25 cents.

Teachers' Salaries and Pensions. Santa Fe, Taxpayers' Association of New Mexico, *Tax Bulletin*, August 1950. 2 pp.

Gambling

Should Gambling Be Legalized? An Expert Analyzes the Case. By Virgil W. Peterson. Los Angeles, California Taxpayers' Association, *Tax Digest*, September 1950. 8 pp. 25 cents.

Legislative Bodies

Legislative Apportionment in Louisiana. By Emmett Asseff. University Station, Louisiana State University, Bureau of Government Research, 1950. 86 pp.

The Legislative Process in Florida. By Ernest R. Bartley. Gainesville, University of Florida, Public Administration Clearing Service, 1950. 10 pp.

Record of 1949-50 Massachusetts

Legislature Indicates Need for Legislative Reform. Boston, Massachusetts Federation of Taxpayers Associations, *Taxtalk,* July-August 1950. 8 pp.

Territorial Legislature — Organization and Procedure. (Revised.) Honolulu, University of Hawaii, Legislative Reference Bureau, 1950. 34 pp.

Municipal Reports

One Annual General Report for the 96 Governments in Milwaukee County. Milwaukee 2, Citizens' Governmental Research Bureau, *Bulletin,* September 21, 1950. 1 p.

Public Welfare

Welfare Expenditures in Oklahoma Counties, 1939 and 1949. Oklahoma City 2, Oklahoma Public Expenditures Council, *Your Report on Government,* September 1950. 4 pp.

Wisconsin Public Assistance. Madison 3, Wisconsin Taxpayers Alliance, *The Wisconsin Taxpayer,* October 1950. 8 pp.

Public Works

Bid Data on Current Municipal Public Works (Report II). Knoxville, University of Tennessee, Municipal Technical Advisory Service, 1950. 21 pp.

Refuse Disposal

Have You Considered Sanitary Landfill For Your Refuse Disposal? Philadelphia, University of Pennsylvania, Associated Institutes of Government of Pennsylvania Universities, *Municipal Administration,* October 1950. 2 pp.

State Reorganization

A Program for Better Government . . . in the Interest of Connecticut Taxpayers. Hartford 3, Connecticut Public Expenditure Council, 1950. 8 pp.

Subdivision Control

Regulating and Financing Residential Subdivision Development in Connecticut Towns and Cities. By John E. Dever. Storrs, University of Connecticut, Institute of Public Service, 1950. 27 pp.

Taxation and Finance

Comparison of Property Tax Rates for New York State Cities Including City, County and School Rates 1948-49 and 1949-50. Albany, Citizens Public Expenditure Survey, *New York State Taxpayer,* September 1950. 1 p. Table.

Cost of Government in Kansas 1938-1950. Based on the Budgets of the State and Local Political Subdivisions Showing Major Items of Governmental Expenditure and Total and Per Capita Amounts by Fiscal Years. Topeka, Kansas Legislative Council, 1950. 18 pp.

Dallas County Tax Survey. A 1-Star County for 1949. Dallas, Greater Dallas Planning Council, East Texas Chamber of Commerce, 1949. 23 pp. Tables.

Fiscal Year Coup—Capitalizing on the Citizenry's Apathy. Woonsocket, Rhode Island, Taxpayers Association, *Your Business,* September 1950. 4 pp.

Local Government Budgets, Tax Levies, Tax Rates, and Assessed Valuations for the Fiscal Year 1950-51. Report from State and Local Government Committee. Los Angeles, Chamber of Commerce, 1950. 29 pp. Tables.

Local Property Taxes for 1951. (Increases in Des Moines tax rates required to meet unavoidable needs.) Des Moines 9, Bureau of Municipal Research, September 6, 1950. 2 pp.

A New Deal For Canadian Municipalities. Toronto 5, Citizens Research Institute of Canada, *Effective Government,* October 3, 1950. 5 pp.

Recent Trends in City Finance. A Survey of Ten Cities in Kansas. By Jack F. McKay. Lawrence, University of Kansas, Bureau of Government Research, 1950. 39 pp.

A Report Upon the 1949 or Fourteenth Annual Survey of County, City

and Town Government in Tennessee. Nashville, Tennessee Taxpayers Association. 1950. 119 pp. Tables.

Taxation Without Representation. The Case of Borough "X". Pittsburgh, Pennsylvania Economy League, Western Division, *Newsletter,* August 1950. 4 pp.

Traffic

Traffic Ordinances for Washington Cities. By Ernest H. Campbell, Joshua H. Vogel and Norbert K. Knecht. **Washington Traffic Statutes** (Supplement No. 1). **Washington State Statutes Relating to Traffic and Motor Vehicles** (Supplement No. 2). Seattle, University of Washington, Bureau of Governmental Research and Services, in cooperation with the Association of Washington Cities, 1950. 58, 23 and 47 pp. respectively. $1.50.

Transit

Cable Car Crisis. San Francisco, Bureau of Governmental Research, *Bulletin,* September 25, 1950. 1 p.

Units of Government

Governmental Units in Kansas. Lawrence, University of Kansas, Bureau of Government Research, *Your Government,* September 15, 1950. 1 p.

LEAGUE'S BUSINESS

(Continued from page 486)

director of the Connecticut Public Expenditure Council and chairman of Connecticut's Commission on State Government Organization; Karl Detzer, chairman of the Michigan Citizens Advisory Committee; Mayor Albert D. Cash of Cincinnati; Mayor T. Nelson Parker of Richmond; and T. Ledyard Blakeman of the Detroit Regional Planning Commission.

The general session Tuesday afternoon will deal with "Citizen Action for Good Government." Speakers are Bayard Faulkner, chairman of the New Jersey Commission on Municipal Government; Barry Goldwater, vice chairman of the Phoenix city council; Francis A. Harrington, president of the Worcester Citizens Plan E Association.

A general meeting Monday night will hear an address by Spencer Miller, Jr., president of American International College and former New Jersey State Highway Commissioner, on "The Fight for Men's Minds." Hugh Robinson, executive secretary of the Citizens Association of Kansas City, will give the score on his much publicized home town and describe what the good citizens of that city are doing to maintain their present efficient city government and fight off attempts of racketeers and corrupt politicians to resume control.

Fourteen group sessions involving more than 100 especially qualified speakers and panel members will deal with the following subjects: "University Services and the Improvement of State and Local Government," York Willbern, chairman; "Charters to Choose" (how to extend home rule through sound optional charter legislation), Henry W. Connor; "Improving Local Government Through Public Relations," Harold S. Rand (in cooperation with the Association of Municipal Public Relations Officers); "The Voter's Burden" (non-voting and ineffective voting, their causes and cures), L. E. Marlowe; "Strategy for State Reorganization and Constitutional Revision," Spencer Miller, Jr.; "Municipal Finance in a Defense Economy," John W. Agnew; "The Metropolitan County," Robert Merriam; "Civic Education," Benjamin C. Willis; "Massachusetts—P. R. Laboratory" (annual meeting of Proportional Representation League), Albert D. Cash; "Urban Redevelopment," Harold S. Buttenheim; "Governments Working Together" (panel discussion of intergovernmental relations, conflict and cooperation), Joseph E. McLean; "Charters for Counties" (clinic on the League's proposed "Model County Manager Charter"), Richard S. Childs; "International Civic Education" (panel discussion of the program for indoctrinating visitors from Japan and Germany in the meaning and techniques of democracy), Shepherd L. Witman; "The Citizen Official's Job," Arthur W. Bromage.

Conference headquarters will be at the Hotel Statler, Buffalo. There is no registration fee and everyone is welcome. Please make reservations early, being sure to say you are attending the National Conference on Government.

Books in Review

American City Government. By William Anderson and Edward W. Weidner. New York, Henry Holt and Company, 1950. xiii, 625 pp. $4.25.

This is a second and welcome edition, the first being dated 1925 and long out of print. In this one Dr. Anderson is reinforced by Dr. Weidner, once of the National Municipal League's staff. The authors relate that "not a page of the first edition has escaped revisions" and it is too bad that the authors could not share with us the interest which they must have found in encountering such incessant necessity for alterations to fit the modern facts.

The volume competently and readably describes American cities, their populations and problems of providing services, and moves on to consider various mechanisms of democratic government used at various stages in our history, covering all the phases of interest to general students and stopping short of problems of departmental administration.

R. S. C.

Small Town Renaissance. A Story of the Montana Study. By Richard Waverly Poston. New York, Harper & Brothers, 1950. x, 231 pp. $3.

A vivid and interesting narrative by a reporter from outside the state covering the inception in 1944 of the project known as The Montana Study and its lively history. Supported at the outset by a small Rockefeller subvention, the project was to stir up social and cultural activity in the dreary small towns of Montana, using the University of Montana as a base. In this politics-ridden state an incredible amount of hostility and misunderstanding developed and the project was continually in hot water. On the other hand, there were some gratifying responses and some residue of accomplishment when the project was abandoned after three years. It seems to have been an illuminating raid on a backward area.

R. S. C.

Election Practices in Maryland. By Franklin L. Burdette. University of Maryland, Bureau of Public Administration, College Park, 1950. vii, 64 pp. $1.

A compact and lucid manual of the laws and customs relating to nominations, party structures and elections in Maryland.

Municipalities and the Law in Action. A Record of Municipal Legal Experience in 1949. Proceedings of the 1949 Annual Conference of the National Institute of Municipal Law Officers. Edited by Charles S. Rhyne. Washington 6, D. C., The Institute, 1950. 461 pp. $10.

This is thirteenth in the series of volumes prepared and published by city attorneys through their organization, the National Institute of Municipal Law Officers, which serves as a city-owned (city attorney operated) clearing house for municipal legal information on a national scale. It is a yearly compilation of the legal experience of cities and furnishes a ready reference. Included are discussions on taxation and revenue problems, municipal bonds, zoning and planning, housing, airports, utilities, city-state-federal relations, intermunicipal cooperation, civil liberties, tort liability, etc.

Federal Services to Cities and Towns. By Robert H. Blundred and

Donoh W. Hanks, Jr. Chicago, American Municipal Association, 1950. 81 pp. $5.

A new index of 500 federal services available to local governments, listed alphabetically. This volume will bring to the attention of municipal and county officials the existence of many useful services which would otherwise escape their attention.

Additional Books and Pamphlets

Accident Prevention

Accident Factors That Are Major Causes of 17,000 Traffic Deaths Per Year. 1950 Annual Analysis of Fatal Night Traffic Accidents. By Edmond C. Powers. Cleveland, Street and Traffic Safety Lighting Bureau, 1950. 1 pp.

Administration

An Introduction to Administrative Law With Selected Cases. (Second Edition.) By James Hart. New York, Appleton-Century-Crofts, Inc., 1950. xxviii, 819 pp. $7.

Communism

Moscow's European Satellites. Edited by Joseph S. Roucek. Philadelphia, American Academy of Political and Social Science, *The Annals*, September 1950. viii, 253 pp. $2.

What About Communism? By Arthur M. Schlesinger, Jr. New York 16, Public Affairs Committee, 1950. 32 pp. 20 cents.

Economics

How Can a Better Understanding of Our Economic System Be Fostered. By Charles P. Taft, Frank W. Adams and Everett Needham Case. New York 22, Committee for Economic Development, 1950. 24 pp.

Education

Democracy's College. Higher Education in the Local Community. By John Diekhoff. New York, Harper & Brothers, 1950. xi, 208 pp. $2.50.

Foreign Policy

Our Foreign Policy. By Office of Public Affairs, Department of State. Washington, D. C., Superintendent of Documents, 1950. 101 pp. 30 cents.

Housing

Housing Market Analysis, Cook County, Illinois. 1949 Supplement. Chicago 2, Housing Authority of the County of Cook, 1949. 54 pp. Tables.

Joint Action Can Cut Housing Costs. An approach to cutting building costs through more efficient methods and design, through better use of materials and labor. Proceedings of the Institute of Housing and Planning Studies. Albany, New York State Division of Housing, 1950. 68 pp. Illus.

Low Cost Homes for the Average Wage Earner. Prize Winning Designs in Architectural Competition. Albany, New York State Division of Housing, Institute of Housing and Planning Studies, 1950. 58 pp. Illus.

Labor

Labor-Management Cooperation for Safety. Committee Report. Washington, D. C., United States Department of Labor, Bureau of Labor Standards, 1950. 4 pp.

Libraries

The Public Library in the United States. The General Report of the Public Library Inquiry of the Social Science Research Council. By Robert D. Leigh. New York, Columbia University Press, 1950. x, 272 pp. $3.75.

Planning

Community Planning Annual. Edited by R. C. Eastman. Ann Arbor, Michigan Society of Municipal Planning Officials, 1950. 54 pp.

New Haven's Program for Public Improvements 1951-1956. New Haven, Connecticut, Capital Budget Programming Committee, 1950. 16 pp.

Salaries

Survey on Personnel Practices—Wages and Salaries Municipal Public Works Departments. Chicago 37, American Public Works Association, 1950. 53 pp. $2.

State Government

Virginia's State Government During the Second World War. Its Constitutional, Legislative and Administrative Adaptations, 1942-1945. By Francis Howard Heller. Richmond, Virginia State Library, 1949. xvii, 203 pp. $2.

Stream Pollution

Report of the Stream Pollution Study Commission, State of Tennessee, to Governor Gordon Browning. By Lincoln Caffall. Nashville, Tennessee Stream Pollution Study Board, 1950. 76 pp.

Taxation and Finance

Expenditures and Financial Resources of the State and Local Governments in Illinois. Springfield, Illinois Department of Finance, 1950. 11 pp.

The Federal Tax Outlook. New York 7, Tax Institute, *Tax Policy,* July-August 1950. 12 pp. 50 cents.

The Financial Position of the City of Richmond—A Five Year Forecast. Richmond, Virginia, Bureau of the Budget, 1950. 36 pp. Tables.

The New York State and Local Tax System 1949. Albany, New York State Department of Taxation and Finance, Research and Statistics Bureau, 1950. 28 pp. Tables, charts.

Presidential Address 44th Annual MFOA Conference. By Lionel G. Ott. Chicago 37, Municipal Finance Officers Association of the United States and Canada, 1950. 4 pp.

School Buildings Report. Third Report of the New York State Comptroller's Committee on Constitutional Tax and Debt Limitations and City-School Fiscal Relations. Albany, New York, the committee, 1950. 30 pp.

State and Local Revenues and Expenditures. Report of the Commission on State and Local Revenues and Expenditures to the Governor and the General Assembly of Virginia. Richmond, Division of Purchase and Printing, 1949. 200 pp.

Withholding Income Tax from Wages. Duties of State and Local Governments Effective October 1, 1950. Chicago 37, Municipal Finance Officers Association of the United States and Canada, 1950. 12 pp. 50 cents.

COUNTY AND TOWNSHIP

(Continued from page 514)

a public hearing to weigh public sentiment.

In Kansas, where the county unit road system is optional, 52 of the state's 105 counties now have adopted it. Over half this number adopted it since the close of World War II although the option had been available for many years. The unit plan can be adopted by county board resolution, but if at least 10 per cent of the voters protest by petition within 90 days, there must be a referendum and favorable vote before the plan becomes effective.

County Traffic Officers Hold Institute

Wisconsin county traffic officers held their first institute in May 1950 in an effort to facilitate their search for means of effective enforcement. Its program had been developed cooperatively by the County Boards Association, Traffic Officers Association, University of Wisconsin's Bureau of Government and the State Motor Vehicle Department. Its opening session was addressed by Governor Rennebohm who emphasized the need for cooperation to achieve more effective traffic control.